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ABSTRACT

Surveys, interviews, and literature reviews were conducted to provide data upon which the Commission to Study the Mission, Financing, and Governance of the County Colleges in New Jersey could base its recommendations. The following areas were investigated: (1) composition of the trustee boards of the colleges and effective methods of selecting members; (2) the statutory and non-statutory relationships between the county colleges and county governmental and political structures; (3) the role of community college trustees as they perceive it in relation to planning and guidance; (4) the current and future position of community and adult education in New Jersey; (5) models for financing community colleges based on mission-directed funding and upon the taxonomies of Garms and of Wattenbarger and Starnes; (6) research specifically related to trustees of public two-year colleges, their role and responsibilities, and the diversity of their membership; (7) characteristics of the New Jersey county colleges in terms of their students, enrollments, ethnic components, degrees awarded, majors offered, tuition rates, accreditation status, and conditions promoting access; (8) demand for and delivery of vocational/occupational education; (9) the viability of the mission of open access of community colleges; and (10) efforts toward remediation. (Survey instruments and interview forms are included.) (MB)

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APPENDICES TO

Excellence and the Open Door: An Essential Partnership

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A Commission Appointed by the New Jersey Board of Higher Education

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APPENDIX A

Charge to the Commission and Related Board of Higher Education Resolutions

CHARGE TO THE COMMISSION AND RELATED BOARD OF HIGHER EDUCATION RESOLUTIONS

A RESOLUTION ESTABLISHING A COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES

RESOLUTION

Whereas: The county college system of New Jersey has existed for over ten years; and

Whereas: The Governor, in his State of New Jersey 1977 Annual Report, has encouraged the introduction of legislation to revise State aid to the county colleges; and

Whereas: The Council of County Colleges, at the request of the Chancellor, has addressed, on a preliminary basis, certain aspects dealing with financing the county colleges and agrees that a detailed analysis is in order; now, therefore, be it

Resolved: That the Board of Higher Education establish a Commission to study the Mission, Financing, and Governance of the County Colleges; and be it further

Resolved: That the Commission report bi-monthly, through the Chancellor, to the Board of Higher Education and submit a final report through the Chancellor to the Board of Higher Education no later than September, 1978; and be it further

Resolved: That the Commission be composed of two members of the general public; the Governor, or his designee; the Chairman of the Senate Education Committee, or his designee; the Chairman of the Assembly Education Committee, or his designee; two members representing counties from Boards of Chosen Freeholders; two Board of Trustee members of the Council of County Colleges; two county college presidents; two county college faculty members representing county college faculties; two recent county college graduates; and the director of the Office of Community College Programs, Department of Higher Education (ex officio without vote); and be it further

Resolved: That the Chancellor solicit nominations of specific individuals who might serve on the Commission from the Governor's Office, the Chairman of the Senate Education Committee, the Chairman of the Assembly Education Committee, the Council of County Colleges, and the Association of Counties; and be it further

Resolved: That the Chancellor recommend a list of names to the Executive Committee of the Board of Higher Education so that the Executive Committee can make a recommendation to the full Board of Higher Education at its February 17, 1978 meeting; and be it further

Resolved: That the Chancellor prepare and recommend a detailed charge for the Commission to the Board of Higher Education at its February 17, 1978 meeting after consultation with the Council of County Colleges; and be it further

Resolved: That the Chancellor, with recommendations from the Commission, employ a staff person to provide service to the Commission.

January 27, 1978

A RESOLUTION ESTABLISHING A COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES

Whereas: The Board of Higher Education established a Commission to Study the Mission, Financing, and Governance of the County Colleges at its January 27, 1978 meeting; and

Whereas: The Executive Committee of the Board of Higher Education met on March 13 and March 17, 1978, to consider nominations for membership on the Commission, and

Whereas: The Executive Committee recommends to the Board of Higher Education that the size of the Commission be expanded to twenty members and the number of general public members be increased to eight; and

Whereas: The Executive Committee recommends to the Board of Higher Education that it appoint to the Commission the individuals listed in Attachment A of this Resolution; and

Whereas: The Executive Committee recommends to the Board of Higher Education that the Chairman and the Executive Committee of the Commission be comprised of the persons listed in Attachment B, and that said Committee be empowered to make all necessary administrative decisions for the Commission between Commission meetings; now therefore be it

Resolved: That the Board of Higher Education concurs with these recommendations, and appoints to the Commission to Study the Mission, Financing, and Governance of the County Colleges and to the Executive Committee of said Commission the individuals whose names are appended hereto.

March 17, 1978

INDIVIDUALS APPOINTED TO THE COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES

I. *Public Members*

- Mrs. Avon Arnold (Mrs. Arnold is Executive Director of Planned Parenthood Association of the Mercer Area. She resides in Willingboro.)
- Mrs. Brendan T. Byrne (Mrs. Byrne, the wife of the Governor, is a homemaker and former teacher in New Jersey's public school system. She resides in Princeton.)
- Dr. E. Alden Dunham (Dr. Dunham is Program Officer in Higher Education at the Carnegie Corporation of New York. He resides in Princeton.)
- Mr. Gustav Heningburg (Mr. Heningburg is President and Chief Executive Officer of the Greater Newark Urban Coalition, Inc. He resides in Maplewood.)
- Mrs. Sonia Rosado (Mrs. Rosado is a Center Coordinator for Passaic County ASPIRA and resides in Paterson.)
- Mr. E. Donald Shapiro (Mr. Shapiro is Professor of Law and Dean of the New York Law School. He resides in Short Hills.)
- Mr. Robert Taylor (Mr. Taylor is an Executive Director at Bell Laboratories in Murray Hill. He resides in Basking Ridge.)
- Dr. E. Belvin Williams (Dr. Williams is Senior Vice President for Programs at Educational Testing Service. He resides in Princeton.)

II. *Members of Boards of Chosen Freeholders*

- Mrs. Jane G. Clayton (Mrs. Clayton is a Monmouth County Freeholder. She is secretary-treasurer of Eugene and Company in Seabright and resides in Rumson.)
- Mr. Edward Salmon (Mr. Salmon is a Cumberland County Freeholder. He is Director of Physical Education for the Millville School system and resides in Millville.)

III. *County College Presidents*

- Dr. Sherman Masten (Dr. Masten is President of the County College of Morris and resides in Morris Plains.)
- Dr. Donald Smith (Dr. Smith is President of Brookdale Community College and resides in Middletown.)

IV. *Board of Trustee Members of the Council of County Colleges*

- Mr. Gabriel E. Danch (Mr. Danch is Chairman of the Board of Camden County College. He is Director of Community Relations for Campbell Soup Company. He resides in Haddonfield.)
- Mr. Joseph Klegman (Mr. Klegman is Chairman of the Board of Middlesex County College. Before retirement, he was an Assistant Postmaster General. He resides in Perth Amboy.)

V. *County College Faculty Members*

- Ms. Josephine M. Lamela (Ms. Lamela is an Associate Professor in the Physics Department at Middlesex County College. She resides in Upper Montclair.)
- Dr. Jerome Lieberman (Dr. Lieberman is an Associate Professor at Essex County College and resides in Dover.)

VI. *Recent County College Graduates*

- Mr. Vincent Strumolo, Jr. (Mr. Strumolo is a 1976 graduate of Bergen Community College where he was head of the Student Government Association. He is now a senior at Upsala College and resides in Belleville.)
- Ms. Elaine J. Thompson (Ms. Thompson, a 1977 graduate of Mercer County Community College, was valedictorian of her class. Presently she is a staff nurse at Mercer Medical Center and resides in West Windsor Township.)

VII. *Governor's Designee*

- Ms. Marjorie Shiekman (Ms. Shiekman is Special Assistant to the Governor. She lives in Margate.)

VIII. *Director, Office of Community College Programs, Department of Higher Education*

- Dr. Edward D. Goldberg (Dr. Goldberg resides in Union.)

CHAIRMAN AND EXECUTIVE COMMITTEE MEMBERS OF THE COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES

CHAIRMAN:	Mr. Robert Taylor
EXECUTIVE COMMITTEE:	Mr. Robert Taylor Dr. E. Belvin Williams Mr. Joseph Klegman Mrs. Sonia Rosado Dr. Edward Goldberg (ex officio)

A RESOLUTION SETTING FORTH THE CHARGE TO THE COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES, AND EXTENDING THE DATE FOR SUBMISSION OF THE FINAL REPORT OF THE COMMISSION

WHEREAS: The Board of Higher Education established a Commission to Study the Mission, Financing, and Governance of the County Colleges at its January 27, 1978 meeting; and

WHEREAS: The Executive Committee of the Board of Higher Education met on March 13, 1978, to consider the Charge to the Commission and the date for the submission of the final report of the Commission; and

WHEREAS: The Executive Committee recommends that the Board of Higher Education adopt the Charge to the Commission recommended by the Chancellor as stated in Attachment A of this Resolution; and

WHEREAS: The Executive Committee unanimously agrees that the nature and extent of the Charge warrants the extension of the date of submission of the final report of the Commission; now therefore be it

RESOLVED: That the Board of Higher Education concurs with the recommendations of the Executive Committee and adopts the Charge to the Commission to Study the Mission, Financing, and Governance of the County Colleges as appended hereon; and be it further

RESOLVED: That the Board of Higher Education extend the date for submission of the final report of the Commission from September, 1978 to January, 1979.

March 17, 1978

CHARGE TO THE COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES

The Commission shall recommend to the Board of Higher Education, through the Chancellor, a proposed statement of the mission of the county college sector, a proposal for alternative funding approaches, and a proposal for improved relationships between and among the colleges, the counties, and the State relative to governance of the county colleges.

The Commission shall, at a minimum, undertake the tasks described below.

I. *Mission*

A. Define the mission of the county college sector in relation to the mission of other higher education sectors, the State's Area Vocational Technical Schools (AVTSs), proprietary postsecondary institutions, and other agencies which perform educational/training functions.

B. Define the student body whom institutions with such a mission should serve.

C. Define the relationship between credit and non-credit offerings, and between career and transfer/liberal arts offerings.

D. Identify proper community service activities.

E. Determine the need for regionalization of high cost, highly specialized, low enrollment/low job market demand programs, and recommend appropriate configurations and arrangements.

II. *Financing*

A. Identify the strengths and weaknesses of the current operating aid financing method, and analyze the consequences of continuing the method.

B. Review the literature on funding mechanisms.

C. Review funding approaches used in other states.

D. Determine the utility of a State operating aid mechanism which might:

1. provide for a mandated balance between State aid and county support, after non-public income (e.g., tuition);
2. provide for differential funding;
3. provide for an inflation adjustment which recognizes mandated costs;
4. provide for plant fund support;
5. provide for categorical funding of certain acitivties;
6. incorporate an "equalization" approach;
7. make the community college FTE calculation congruent with the calculations of FTEs in other sectors;
8. provide State dollars on a basis other than quarterly;
9. tie tuition to cost of instruction or provide for adjustments of tuition ceiling as cost of instruction rises;
10. exempt certain constituent groups from tuition (e.g., senior citizens);
11. distribute FTE allocations to the colleges based on actual enrollments (within total State appropriation for FTE support).

E. Develop a recommendation for an alternate funding mechanism(s) for operating aid which takes into consideration projected growth in State resources for general State operations and the needs of other higher education sectors.

F. Define the advantages and disadvantages of the new mechanism(s).

G. Cost out each element of the new funding mechanism(s) and estimate the cost of full implementation in FY '80.

H. Provide a plan and alternatives for implementation, including a phased implementation.

NOTE: A listing of the elements of the new funding mechanism(s) in priority order should be included.

I. Study the future need for capital and make a recommendation for funding which takes into consideration the remaining Chapter 12, PL 71 balance, and relate such recommendation to the reports of the Commission on Capital Budgeting and Planning.

III. *Governance*

A. Define the general nature of State and county interaction with the community colleges. Consider those circumstances under which State or county authorities should take action to correct unsatisfactory operation of any county college. Make recommendations as appropriate.

B. Analyze the composition and method of appointment of boards of trustees at New Jersey county colleges; consider board composition in relation to funding sources; and review board composition and appointment processes in other states. Make recommendations for changes as appropriate.

C. Analyze the nature of financial oversight (budget review, expenditure control, etc.) of county colleges by both county and state (in New Jersey and other states). Make recommendations for changes as appropriate.

D. Review Regulations and Standards for New Jersey Community Colleges and other Administrative Code provisions regarding finance/management, most particularly, those relating to chargeback and definitions of capital. Make recommendations for changes as appropriate.

E. Analyze the impact of "county CAPS" on the county colleges and recommend changes, if appropriate, in the application of county CAPS to the county colleges.

F. Analyze the effect of the Optional Charter Act on the governance of the community colleges and recommend exemption, if appropriate, of county colleges from the Optional Charter Act.

March 17, 1978

A RESOLUTION APPOINTING ARLENE GARDNER AND JAMES LITVACK AS MEMBERS OF THE COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES

Whereas: The Board of Higher Education at its meeting of July 21, 1978 voted to increase by one the number of public members of the Commission to Study the Mission, Financing, and Governance of the County Colleges, and agreed that said person should be qualified to chair the Task Group on Financing; and

Whereas: The nomination of James M. Litvack was received and his appointment approved by the Executive Committee; and

Whereas: The Governor has designated Ms. Arlene Gardner to serve as his representative on the Commission to succeed Ms. Marjorie Shiekman; now therefore be it

Resolved: That James M. Litvack be appointed a public member and Chairman of the Task Group on Financing and that Ms. Arlene Gardner be appointed the Governor's designee to the Commission to Study the Mission, Financing, and Governance of the County Colleges.

September 15, 1978

A RESOLUTION APPOINTING DR. E. BELVIN WILLIAMS AS VICE CHAIRMAN OF THE COMMISSION TO STUDY THE MISSION, FINANCING, AND GOVERNANCE OF THE COUNTY COLLEGES

Whereas: The Executive Committee of the Board of Higher Education has approved the appointment of Dr. E. Belvin Williams as Vice Chairman; now therefore be it

Resolved: That Dr. E. Belvin Williams is appointed Vice Chairman of the Commission to Study the Mission, Financing, and Governance of the County Colleges.

December 15, 1978

APPENDIX B

Composition of the Trustee Boards of the New Jersey Community Colleges: Questionnaire Results

COMPOSITION OF THE TRUSTEE BOARDS OF THE NEW JERSEY COMMUNITY COLLEGES: QUESTIONNAIRE RESULTS

Introduction

A survey to solicit data about the age, race, sex, education, occupation, and activities of trustees at New Jersey county colleges was developed in response to the charge of the Board of Higher Education to the Commission which directed that the composition of the Boards of Trustees be analyzed.

Although there are several good composition studies available (Hartnett 1971, Parker 1970), the most recent national trustee composition survey was an exhaustive study done in 1976 by the Higher Education Panel (HEP) under the auspices of the Association of Governing Boards of Colleges and Universities (AGB). Through a complex survey and weighting process, the HEP was able to establish the composition of trustee governing boards at 491 single campus, public two-year colleges. The results from that study were compared with characteristics of the New Jersey two-year college trustees.

The survey instrument, which was based on the AGB questionnaire, was mailed in mid-October 1978 to the president of each New Jersey community college. The president was asked either to respond personally or transmit the survey to the board secretary or other person knowledgeable about board activities. After two weeks, non-respondents were contacted by telephone and a few additional questionnaires were sent. Complete, usable results were not available from all 19 institutions until mid-December. A copy of the survey appears in Attachment A.

Board Profile

There are 19 two-year college governing boards in New Jersey. Fifteen are nine-member panels, as specified in the original county college legislation. Two counties have organized community colleges under special legislation. One of these, Union, has three governing boards: a coordinating agency (nine members) and a board for each of the two constituent institutions—Union County Technical Institute (five members) and Union College (thirty members). The other county, Hudson, has organized its college under a seven-member community college commission.

There are 186 authorized voting trustees, with an average of almost 9.8 members per board. Nearly as many governing board members are actually serving as are authorized; 181 or 97.1 percent over all.

These figures compare with a national average of 7.7 authorized board members and 7.6 or 98.9% who are actually serving on boards of public two-year colleges.

The county superintendent of schools is required by law to serve as a voting member on 18 of the 19 governing boards. (The other board in Hudson County was reorganized under the Optional County Charter Act.) Superintendents actually serve on only 17 of the boards. A few other boards are required to select members for specific constituencies. In only one case are these individuals voting members (Union College). These constituencies, which are represented on five boards, include faculty (3), students (3), alumni (2), and the vice president for business (1).

Trustee Profile

Most trustees are male (80.7%) as is the case among all public two-year colleges (80.4%). Both in New Jersey and nationally, 19% of public two-year college trustees are women. Actual numbers per board range from a low of zero to a high of three (or 33%). Minority group members account for 13.3% of the trustees in New Jersey as compared with 7% nationally. Of this number, there are 11.6% blacks and 1.6% Hispanics. Both of these figures are far greater than the national norms. Black representation on trustee boards is comparable to the proportion of blacks in the population of New Jersey. At the same time the New Jersey Hispanic population is vastly underrepresented on community college trustee boards. This is most noticeable in counties or at colleges where there are large concentrations of persons of Hispanic descent (10% or greater).

The education level of New Jersey community college trustees is quite high, especially when compared with national figures. Over one-half (55.2%) have a masters, Ph.D., or professional degree, while only 40.3% have attained these levels nationwide. The percentage holding a doctorate is nearly triple the national average (14.9% vs. 4.9%) while 16% have earned less than the baccalaureate.

Ages of trustees in New Jersey are nearly identical with those of trustees at all public, two-year colleges. More than one half of the trustees (56%) are more than 50 years old and slightly less than 10% are under 40.

Respondents were asked to indicate the primary occupation of their trustees. Overall, 32.6% of the trustees are engaged in some business activity, with 19.7% identified as executives in manufacturing firms. Nationally, 21.2% are executives of manufacturing firms and 37.4% are in business. The education field is very well represented (25.4%), much of it attributable to the presence of the county superintendents. There is also a very high concentration of school teachers and administrators. Six percent (6%) of the trustees were either elected officials or other employees of government agencies.

The final category sought data about outside activities of trustees. New Jersey trustees are more active as members of other higher education boards than are their national counterparts (17.6% vs. 6.6%), but less involved in corporation boards (14.3% vs. 21.8%) and as chief executives of corporations (6.1% vs. 10.2%). Individual trustee surveys also revealed that, of the nearly 100 respondents, over 40% were members of another education board.

Trustee Orientation

Some form of organized new trustee orientation was used by 13 of the 19 boards (68%). These ranged from informal meetings to all-day visits with the president and/or board chairperson, to provisions for written materials.

When queried about in-service training programs, 42% of the boards indicated participation in these activities. The overwhelming number (7 out of 8) indicated that national association conferences and information packets constituted the content of these programs. One institution replied that it had attempted an in-house workshop, an effort that had been thwarted by provisions of the open-meeting law. Of the remaining institutions, 37% answered that they were not involved in training activities, while another 26% elected not to answer.

The final question concerned the evaluation of serving trustees. One institution (5%) has such a mechanism, but only as an informal process. Fourteen county colleges (77%) have no programs, while no answer was elicited from the remaining 21%.

Board Activity

Each board was asked to supply information about its organizational structure and meeting schedule. In 1977-78, county college trustee boards held an average of 14 meetings per year. Attendance at those meetings ranged from 67% to 90% with a mean of 81%.

When asked about the organization, responses indicated that boards were divided into 17 different subcommittees, many of them highly pertinent to a certain special activity of that college. There were, however, a number of common committees: Academic Affairs (15), Financial Budget (15), Buildings and Grounds (14), Personnel (12), and Community Relations (8). Others included Negotiation, Tenure, Planning, and Alumni. One institution failed to respond to this question.

Summary

Many characteristics of the New Jersey county community college trustees are comparable with trustees on similar boards throughout the United States.

There are, however, some noteworthy contrasts. There is a greater percentage of minority trustees but that percentage is lower than minority enrollment at the colleges.

Members of New Jersey boards have a rather high level of educational attainment and also tend to hold more memberships on other educational boards than their national counterparts. There are, however, fewer members of corporation boards or corporate chief executives among the New Jersey trustees.

New Jersey trustees are active on many trustee board committees and there has been a number of attempts to provide new trustee orientation. There is little activity in the areas of in-service trustee development and evaluation.

N.J. COUNTY COLLEGE BOARD COMPOSITION QUESTIONNAIRE

1. Does your Board policy stipulate that any Board members be chosen from designated county constituencies other than the County Superintendent?

☐ Yes ☐ No

If so, what constituencies are so represented? ____________________

____

2. How many voting members are *authorized* for the Board? ____

How many voting members are *currently serving* on the Board? ____

3. How many, if any, *non-voting* members are designated to represent any particular campus constituencies?

____ Faculty
____ Alumni
____ Student
____ Other (Specify: ____________________)

4. Please describe the current *voting* board members according to the following:

a. Sex
How many are:

____ Men
____ Women

b. Race/Ethnicity
How many are:

____ Black
____ Hispanic
____ White
____ Other

c. Educational Background
How many have:

____ Less than a high school diploma
____ High school diploma/equivalency
____ Associate's degree (A.A., A.S.)
____ Bachelor's degree (B.A., B.S.)
____ Master's degree (M.A., M.S., M.A.T.)
____ Doctorate degree (Ph.D., Sc.D.)
____ Professional degree (M.D., D.D.S., D.V.M., J.D., LL.B.)

d. Age
How many are:

____ Under 30 years old
____ 30-39 years old
____ 40-49 years old
____ 50-59 years old
____ 60-69 years old
____ 70 years old or older

e. Primary occupation How many board members are involved in each of the following as a primary career (count each board member only once):

Business
____ Executive/administrative officer of a manufacturing/merchandising firm
____ Executive/administrative officer of a banking/investment/insurance firm
____ Executive/administrative officer of a nonprofit foundation/organization
____ Other (specify ____________________)

Education

___ Officer/administrator of an institution of higher education
___ Faculty member of an institution of higher education
___ Full-time student
___ Teacher/administrator of a primary/secondary school
___ Other (specify ______________________________)

Professional Services

___ Clergy
___ Lawyer/partner in a law firm
___ Physician/dentist
___ Other (specify ______________________________)

Public Service

___ Elected government official
___ Administrative/staff of a governmental agency
___ Other employee of a government agency

Other

___ Accountant
___ Artist/writer/musician
___ Farmer/rancher
___ Homemaker
___ Journalist
___ Skilled or semi-skilled worker
___ Social worker
___ Retired from primary occupation
___ Other (specify ______________________________)

5. How many board members are *also:*

a. A member of another governing board of another institution? ___

b. A member of a board of a corporation? ___

c. The president or chairman of a corporation? ___

6. a. How many meetings did the Board hold during the academic year 1977-78? ___

b. What was the average attendance throughout the year? ___

c. What are the Board's subcommittees? ______________________________,

______________________________, ______________________________

7. a. What type of orientation program, if any, is provided for new trustees? ______________________________

____

b. What in-service training activities, if any, are utilized by present trustees? ______________________________

____

c. What evaluation procedures, if any, are used for present trustees? ______________________________

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APPENDIX C

New Jersey County Colleges and Local Government

NEW JERSEY COUNTY COLLEGES AND LOCAL GOVERNMENT

Introduction

At the request of the Commission to Study the Mission, Financing, and Governance of the County Colleges, the Bureau of Government Research at Rutgers University made a survey of the statutory and non-statutory relationships between the county colleges in New Jersey and the governmental and political structures of the counties. This survey consisted of three parts: a review of the research conducted in other states; a summary of the New Jersey statutes and major court decisions which significantly affect the organization and operation of the county colleges and their relationship to county governments; and a series of confidential interviews with county college presidents, chief county executive officers (in most cases, directors of the boards of chosen freeholders), chairpersons of the county college boards of trustees, and some former county college presidents.[1]

The survey was conducted between September 1 and November 30, 1978. The principal investigator was Dr. Philip H. Burch, Jr.

Literature Review

The literature reveals relatively few studies in this area, and there are no studies which focused directly on both the statutory and non-statutory relationships between community colleges and local governmental structures.[2] One indirectly important report was generated from the results of a survey of appointment processes and board jurisdiction of community college trustee boards. It was conducted in 1978 by the Los Rios Community College District (Sacramento, California). The results of this study, augmented by the Commission staff, indicate that community colleges in 46 states are governed by local trustee boards. In 17 of these states, the trustees are elected by the citizens of the community college district, while the boards in the remaining 29 states are appointed by either state or local officials.[3]

The Statutory Framework

The County College Law

The New Jersey County College Act, adopted in 1962, is based on the concept of local initiative. It provides that the board of chosen freeholders might petition the state agency responsible for higher education for permission to create a county college.[4] If such action is approved, the county college will be established by a resolution of the board of chosen freeholders or a public referendum. To date, 15 counties have taken advantage of this legislation and established county colleges.[5]

Each of the county colleges is governed by a board of trustees, which is responsible for appointing the president of the college, and for establishing college policy concerning administration, educational programs, and tuition.[6] It is composed, by statute, of nine members: the county superintendent of schools, and eight trustees appointed by the director of the board of chosen freeholders—with the advice and consent of the freeholder board—or the chief county executive officer, where executive legislative forms of government have been adopted under the recently enacted Optional County Charter Law.

Each person selected to serve as a trustee must be an American citizen who has resided for the previous four years in the county in which the college is located.[7] State administrative regulation further specifies that the board of trustees should be broadly representative of the community to be served.[8] Trustees are appointed to serve, without compensation, for four-year staggered terms: a provision that ensures a substantial degree of organizational continuity and serves as protection against outside interference in the affairs of these institutions.[9]

The Board of School Estimate

The Board of School Estimate is a specialized subunit of the freeholders and the trustee boards in each county. By law this board is directed to hold an annual public hearing during February to review the annual budget submitted by the county college board of trustees and fix the amount of money required to be appropriated by the board of chosen freeholders for use by the county college.[10] The Board of School Estimate is composed of the director of the board of chosen freeholders, two other freeholders picked by that board, and two members of the county college's board of trustees, selected by the trustees. This is an arrangement which, logically, gives the majority to the board of chosen freeholders since it is ultimately responsible for providing a proportion of the financial support to the college.

The County Coordinating Agency Law

To offer alternative organizational options to counties without county colleges, a 1968 statute allows boards of chosen freeholders in those counties to establish a special unit known as the county coordinating agency for higher education.[11] The agency is to provide college level programs without incurring the large capital costs of building a new college by contracting for the services of established junior colleges which had been receiving county financial aid prior to 1962.

The agency is charged with determining the county's needs for public higher education for the first two years beyond the high school level; to ascertain the extent to which existing institutions located in the county may be used to meet these needs; to contract, on behalf of the county and subject to its budgetary provision, with such institutions for all educational services deemed necessary; and to recommend the amount of money to be included in the county budget each year for these purposes.

The coordinating agency, by law, must consist of representatives of any county-assisted junior college and the county vocational technical school; the county superintendent of schools; and six residents of the county having no official connection with any of the above institutions. Except for the county superintendent of schools, all appointments are to be made by the director of the board of chosen freeholders, with the advice and consent of that body, for four-year staggered terms. To date, only one county, Union, has availed itself of this legislation.

The Community College Agency Law

Because of pressure generated by one county, another organizational option was authorized in 1974. This law provides for the establishment of a county college agency to be directed by a commission.[12] The primary function of this body was to be that of a "brokerage" agency—purchasing educational services from established institutions without building a new college. (The commission was granted all of the powers of a regular county college board of trustees except that of eminent domain.)

The commission consists of one representative from each accredited public or private college with its principal campus located in the county; one representative of the county vocational technical school; the county superintendent of schools; and four public members who are residents of the county and have no connection with any of the above institutions. Aside from the county superintendent of schools, all appointments are made by either the chief county executive officer or the director of the board of chosen freeholders, with the advice and consent of that board, for four-year staggered terms. Thus far, only Hudson County has chosen this form of operation. This county has three sizable four-year colleges located within its borders, and believed it was more economical to use existing facilities rather than build a regular county college.

The Council of County Colleges

The Council of County Colleges was created in 1966 under the law establishing the Department of Higher Education in New Jersey.[13] The Council consists of the presidents and chairpersons of the boards of trustees of each county college in the state, with the Chancellor of Higher Education serving as an *ex officio* member. The Council was formed to serve as a means of communication among the county colleges and to help establish acceptable standards for academic and financial development of the county colleges. The Council is also to act in a general advisory capacity to the Board of Higher Education, and, by law, has one seat on the Board.

The Optional County Charter Law

Under the recently adopted Optional County Charter Law, four new organizational plans—the county executive, county manager, county supervisor, and board president—are to replace the commission form of county government.[14] It was believed that any of these alternatives would provide centralized, and presumably more efficient county government. Within the last several years voters in five counties—Union, Atlantic, Mercer, Essex, and Hudson—have elected to reorganize their governments. The reorganization of county governments has raised problems about the relationships of the college to the county government. When the new Mercer County Administrative Code placed the county college under the complete jurisdiction of the county government, the board of trustees filed suit, claiming that the county colleges are "other units of government" as defined under the Optional Charter Act and thus not subject to the provisions of that law. Upon appeal, this argument was sustained.[15] Unless the legislature specifically acts to bring the county colleges under the administrative jurisdiction of the counties which adopt the Optional County Charter Law, these institutions will continue to operate apart from county government, subject only to financial review, general revenue support, and trustee appointments by the freeholders.

Non-Statutory Relationships

The third phase of this study examines the relationships that exist between the county colleges and county governmental structures. In order to obtain the most accurate information on this sensitive subject, confidential interviews were conducted with the chief county executive officers (in most cases, the directors of the boards of chosen freeholders), the presidents of the county colleges, the chairmen of the boards of trustees of these institutions, as well as a few former presidents and trustee board chairmen.[16] Because of the cooperation of these officials, more than fifty interviews were conducted.

General Operation of the County Colleges

A number of major findings have emerged from these interviews. First, it should be strongly emphasized that, although they are relatively new "open admissions" institutions, with all the opportunities and problems such enterprises entail, a great majority of the county colleges in New Jersey seem to be quite well operated. The Bureau was impressed with both the ability and dedication of the presidents and many of the trustees of these institutions, a number of whom are charter members of their boards. Within a relatively short period of time an important set of educational facilities and an extensive array of academic programs have been established. Moreover, the boards of chosen freeholders, despite the constraints imposed by the recent "cap" laws, have played a strong supporting role in the process by providing a continuous share of the fiscal resources required.

The Boards of School Estimate

The amount of money to be appropriated for the county colleges each year is set by the boards of school estimate, on which the freeholders hold three of the five seats. The panel appears to have worked well over the years, and there have been relatively few major clashes or divisions between the freeholder majorities and their county college trustee minorities. It should be noted that the boards of school estimate often use their annual meeting to merely ratify fiscal decisions previously determined through extended informal discussions between college financial officers and county administrative personnel.

The Boards of Trustees

The Bureau has been impressed by the availability of a number of the boards of trustees of the county colleges to, when necessary, act as an effective buffer against politically-inspired outside interference in the internal affairs of these institutions. It should be emphasized, however, that many of these boards have not recently been required to act in this capacity. In considerable part this is due to the strong constitution of the charter trustee boards which established firm precedents insulating the colleges from improper political pressure and thwarting a number of attempts on the part of local political leaders to intrude upon the internal operations of the county colleges. The important buffer role played by the trustees was, for example, recently demonstrated when a vigorous attempt was made by a county party chairman to remove a county college president who was approaching the end of his contractual term of office. This effort was rebuffed when the board of trustees of the institution voted unanimously to renew the president's five-year contract. Yet having said this, it must be noted that there are a number of problems and disturbing trends in the governance of New Jersey county colleges. Individually they do not affect a majority of institutions, but when added together, are a source of considerable concern.

Political Pressures

There are, unfortunately, a few county colleges in the state which face (or have faced) severe political problems. Several of these pressures have been of an extraordinary nature, extending into many areas of operations in these colleges. For example, the law states that all administrative and academic appointments shall be made by the board of trustees of the college, upon the nomination (i.e., recommendation) of the president. This provision has been repeatedly ignored at two institutions, and many of the selections have, in effect, been made by the county party chairman or other important figures in local politics. In many cases, the people chosen were reported to be either unqualified or only minimally qualified.[17] In one of these colleges, academic promotions frequently depend on a person's political connections. This, in turn, has led, almost inexorably, to the creation of a situation in which academic and administrative staff members were often able to use their political ties to bypass their immediate superiors. It is not surprising that the academic standards at this institution were, according to one recent study, at an extremely low level, with many students performing very poorly on licensing examinations or at four-year colleges to which they had transferred.[18] The State Department of Higher Education recently caused corrective steps to be undertaken at two of these institutions. In one of these counties a major reorganization of the government and staff in local politics may also help reduce outside influence. But there is no guarantee that these changes will be successful given the deeply-rooted nature of the problems.[19] These institutions must be closely monitored to see that such overt intrusions are eliminated or are prevented from recurring in the future.

Political interference, similar to that previously described, has become visible in another county. The problems are primarily the result of the transfer of political power from one party to the other. One influential faction of the new majority has applied pressure on the college administration, and its personnel hiring practices. This development is in marked contrast to the school's early years of operation, when a strong board of trustees helped to insulate the institution from any significant outside interference.[20] There has been an erosion in the quality of the members of the board of trustees of this institution in recent years, and a concomitant increase in the number of members who have important political ties. The trustee board no longer acts as a barrier to the intrusion of external political forces, but rather serves as a conduit for the exercise of such influence.

Quality of Trustees

In addition to the above political problems, there is another cause for concern with regard to the operation of a number—not a majority, but a significant number—of New Jersey's county colleges. This is a growing trend toward the appointment of persons to the boards of trustees of the county colleges primarily because of their political connections, rather than any special interest or expertise they might bring to the college. In the course of this study the Bureau staff identified a number of cases in which a county college trustee who did not appear to have any formal political ties was nonetheless a person who had strong partisan connections. Such selections clearly do much to undermine the independent status of a board of trustees, and make it more difficult for a college administration to resist undue intrusions into its internal affairs.

To some extent, this trend is quite understandable. In the mid and late 1960s when most of the county colleges were created in New Jersey, there was a tremendous national interest in higher education. In New Jersey, educators were involved in the building and development stages of the county college program, and freeholders in many counties secured the services of many able civic leaders, business executives, labor officials, and other prominent, dedicated professionals to aid in this educational endeavor. Since the early 1970s, there has been a general deterioration of the economy, and the long time upward trend in college enrollments has begun to erode. But the freeholders have not responded to the challenge posed by the problems of coping with academic and fiscal retrenchment. Instead there has been a gradual shift toward the appointment of more politically-oriented people to the boards of trustees of a number of these institutions. This is a trend which, if unchanged, bodes ill for the future.

President-Trustee Relationships

The interviews conducted in the course of this study have also revealed that there is a third problem involved in the governance of various county colleges in New Jersey which is not of a political nature. This concerns the relationship between the boards of trustees of the county colleges and the presidents of these institutions. It is clear from the Bureau's discussions that the delineation of the general policy making and fiduciary role of the trustees of a county college is not quite as simple as it might at first appear. The boundary line between the board's responsibilities and those assigned to the administrators of the college is not one which is always easily established. In part, this problem may be because many trustees have not been sufficiently instructed on how to function as a trustee.

For example, several highly qualified trustees complained that they felt unable to function effectively as a board member in their initial months of service. There have also been a number of trustees who, perhaps with good intentions, have taken an excessive interest in the internal management of the institution. One trustee, for example, became involved in planning the most minute details of a new building, while several other trustees have become overly active in their participation in designing the curriculum.

Conversely, there have been an even larger number of trustees who have erred in the other direction. They are passively involved in the governance of the college they are supposed to oversee. Some, for lack of adequate orientation to the duties of a trustee board or an inappropriate background, do not know how to ask "the right questions" about the operation of a college. Others do not participate as fully in board proceedings as they should.[21] Occasionally, there are even claims made that a particular board of trustees is dominated by the chairman or, alternatively, is little more than a "rubber stamp" for a strong-willed college president. There was, for example, one case where a sizable number of the trustees were not aware that there was a good deal of nepotism in the operation of the college over which they, in theory, presided. Although these conditions apparently apply to only a minority of the county colleges in New Jersey, this is a situation which would seem to call for some correction.

County College "Brokerage" Agencies

A few comments must be offered about the role played by the two county college "brokerage" agencies which were designed to contract for the provision of educational services from existing public or private institutions in the county. The two somewhat different statutes under which these agencies were created prescribe the selection of a specified number of institutional representatives to serve on their boards of trustees. In one case, the law stipulates that there will be two representatives of the county-assisted junior college, two representatives of the vocational technical school, four public members, and the county superintendent of schools. This is an arrangement which, despite its apparent balance (in practice, a 4-4 split between the public and institutional representatives, with the county superintendent of schools acting to cast a possible tie-breaking vote), would give an edge to the participating educational institutions. Their representatives are almost certain to have more detailed knowledge and more interest in these proceedings than the four public members (unless the latter have been provided with an especially sound orientation program). During much of the period this particular agency has operated, it appears that the two contracted institutions have dominated the proceedings of the board. Institutional representation, itself, is not a desirable policy, but if it is to be allowed, then the agency law should be amended to provide for either more public or fewer institutional representatives.[22]

The other "brokerage" agency, created by a 1974 statute, has also had considerable difficulty acting as an effective broker of educational services. This is due, in part, to the role played by its prescribed institutional representatives. The law specifies that the community college agency's board shall consist of one representative of each college within the county, plus a representative of the county vocational technical school, the county superintendent of schools, and four public members. In its first years of operation in the mid-1970s, this body encountered a great deal of difficulty in arriving at and executing equitable contracts with the institutions located in the county. During this period, the Commission offered only three programs, none of which were approved by the state. The institutional representatives, who knew more than the other board members about their true internal costs, were able to negotiate contracts on very favorable financial terms. Some of the resultant fiscal problems involving alleged excessive obligations have not been resolved to this day. Since there appears to be a number of problems in this county concerning the question of institutional representation, one possible solution might be to delete this requirement from the Community College Agency Law.

There is, however, another problem with the two agency models and that is that both have been relatively weak bodies. The county coordinating agency, for example, was created not only to enter into contracts with other institutions to provide educational services, but was also directed to evaluate the county's educational needs. This agency, which has never been well staffed or funded by the county government, has been very slow in making any kind of careful assessment of the post-high school needs of the county. Despite repeated state requests, it took a number of years for this agency to formulate a master plan for higher education. The document finally produced has been judged by officials in the Department of Higher Education to be lacking in depth and detail. It would seem that some effective means should be devised which would improve the prospects for more prompt and adequate action.

The community college agency has also had a mixed, if not negative, record. Although this agency has not been charged with the responsibility for assessing the early post-high school needs of the county, and has been in existence for only a short period of time, it was initially plagued with numerous problems. There was, for example, an unusually high turnover in the top executive post of the agency. Most recently, the position of president has been held by a man who serves as a state senator, a situation which, whatever the circumstances, tends to give a political appearance to the operations of the agency. Its initial educational offerings were meager, consisting only of three "unapproved" programs. Although there has been substantial improvement of late, the college still has a very limited range of programs and course offerings. This is a poor record, particularly for a college in a highly populous, predominantly low income county.

Recommendations

While there are a number of problems involved in the operation of New Jersey's county colleges, it should be emphasized that they are not of sufficient magnitude to warrant any recommendation for radical or fundamental changes in the overall governance structure of these institutions. As stated earlier, the majority of county colleges appear to have been well operated and their basic organization and mode of operation need not be altered extensively. There are, however, some proposals for change or improvement which have almost inevitably emerged from the many fruitful discussions which have been conducted in the course of this study.

35 *The County Superintendent of Schools*

It is recommended that the State legislature delete the statutory requirement that the county superintendent of schools serve on the board of trustees of a county college or county coordinating agency. The Bureau staff did encounter some support for retaining this official as a member of this board. This was primarily because of his or her knowledge of local educational affairs. However, a majority of those queried felt that this should not be rigid, legally prescribed mandate. Most county superintendents apparently have served conscientiously and well as county college trustees.

The requirement that the county superintendent of schools be a county college trustee has, since 1966, been an organizational anachronism, for this person is an official of the State Department of Education. Because of his or her dual status as an official of the State Department of Education and a trustee of the county college (or coordinating agency), the county superintendent of schools is in the awkward position of facing a possible conflict of interest when deciding how much money should be requested of county government for the support of the public schools vis-a-vis the county college. In addition, a few have had poor attendance records, worse than most or all of the public members. There is also a possible conflict of loyalties when decisions are made about institutional allocations of federal funds for vocational and technical education. For these reasons, it is recommended that the existing statutory provision that the county superintendent of schools be a member of the board of trustees of each county college (or kindred agency) be deleted from the law. The end of this mandate should not be construed to mean that this official could not be appointed as a local public member of the board where such action is deemed desirable by county authorities.

State Trustees

A second and more important recommendation is an expression of concern about the problems which a number of county colleges have had with excessive political pressures, or trustees who, for one reason or another, have not exercised their proper policy-making role in the governance of these institutions. As described in the first section of this report, except for the county superintendent of schools, all the trustees of county colleges and related contractual agencies are appointed by the county executive or the director of the board of chosen freeholders, with the advice and consent of that body.[23] This system has worked relatively well over the years, but this appointment process has also led to the previously described problems.

The Bureau believes that it is necessary to provide a revised governance arrangement which would provide "checks and balances" in the make-up of the boards of trustees. In the judgment of the Bureau, this could be achieved if two of the seats on the board were to be held by persons appointed by the Board of Higher Education. Both persons should be county residents, since local residents generally have more knowledge and interest in a county college than persons from outside the county.

It may be argued that the State is represented on the county trustee boards through the county superintendent of schools. This official, however, is responsible to the State Department of Education, not the Department of Higher Education and, under the previous proposal, would no longer be a state mandated member of the board. Although the two individuals recommended would not be expected to "represent" the State, they would ensure that the State's perspective on any given issue was offered.

Perhaps equally important, the presence of two state representatives on a county college board of trustees could serve as an effective deterrent to various political pressures that might be exerted on the college by local political leaders. If these political pressures became severe and recurrent, the trustees could alert the Chancellor and Board of Higher Education.

Since, for example, the conditions under which the Department of Higher Education can step into the affairs of a poorly run county college are unclear, these two state trustees could petition the Board of Higher Education, which would result in a formal state investigation. This would prevail only after exhausting all possibilities to reconcile the issue locally.

This recommendation should not be construed to mean that the State would ever move to take over the county colleges. This is strictly prohibited in the law. The proposal is made with the idea of strengthening the county college trustee boards.

Selection of Trustees

Because the responsibility for selecting trustees could conceivably thrust a time-consuming burden on the Board of Higher Education or the Chancellor, the Bureau would like to suggest a mechanism to nominate individuals to the board.

Any selection process should obviously be of a careful, open, and democratically accountable nature. Because of the local orientation of these institutions, the Bureau believes that both of the state trustees should be county residents. It is recommended that initial nomination and screening of the locally-recruited state trustees be handled primarily by a specially constituted search committee, the membership of which should be so constituted as to minimize the influence of local politics.

It is proposed that the committee consist of the college president, trustee board chairperson, the county superintendent of schools, and a member of the Board of Higher Education residing in the county (or, some other citizen selected by the Board.) This *ad hoc* body would be charged with the responsibility for recommending a list of three persons for each vacancy to the Board of Higher Education. The Board would then make an appointment from this panel. If none of the people first recommended proved satisfactory to the Board of Higher Education, the local search committee would be asked to nominate another slate of candidates. If, however, after the second round, no acceptable candidates were proposed, the Board of Higher Education would assume the full responsibility for selecting the trustee. To ensure the independence of these trustees, their reappointment would rest solely with the Board of Higher Education. However, it is suggested that these state trustees be limited to two terms of office, so that new views and opinions could be introduced from time to time, and to eliminate any possibility that they might, because of their long tenure, come to dominate board proceedings.

Orientation Program for County College Trustees

Regardless of the manner in which county college trustees are chosen, they are often not prepared to serve. The Bureau believes that the uneven and often inadequate orientation programs offered by the colleges be replaced with a sound general orientation program developed by the Council of County Colleges, working with the aid of the Department of Higher Education. It is particularly important for newly appointed trustees, so that they may be better able to handle their policy-making and fiduciary responsibilities.

The Question of Local Government Officials Serving as County College Trustees

Under the present law, local governmental officials can be appointed to serve on the boards of trustees of county colleges (or county "brokerage" agencies). In this capacity they might act as a channel for the exercise of political influence. There is no need for this type of trustee, since there is a fairly large number of able and dedicated people who are interested in serving. The appointment of local governmental officials as county college trustees should be prohibited by law. Some other observers, however, believe that such a ban tends to treat local government officials as "second-class" citizens. The Bureau believes that appointing persons involved in politics is not a good practice and should be prohibited by law.

It is also argued that the board of chosen freeholders should have one of its members serve as an official trustee of the county college to keep the freeholders fully informed about the county college affairs. This also is not an acceptable practice. A freeholder trustee would carry undue weight in board proceedings and threaten the independence of a county college's trustees. There is also a conflict between the budget formulation role of the trustee and budget review role of the freeholder. If freeholder boards require more data about the operation of a county college, this could be provided through the designation of a particular freeholder to serve as an informal liaison person with the college. He or she would not be a regular (voting) member of its board of trustees.

Need for More Socially Representative Boards of Trustees

Although the administrative regulations promulgated by the Department of Higher Education state that the board of trustees of a county college should be broadly representative of the community to be served, it is clear that two groups—women and Hispanics—have been underrepresented on many trustee boards. The Board of Higher Education, therefore, should set minimum standards based on the ethnic and sexual make-up of the population of each county. However, it should be stressed that these appointees should not be viewed simply and solely as representatives of these important segments of the population, but as persons sensitive to their needs and aspirations.[24]

Need for Clarification of the Circumstances Calling for More State Action in County College Affairs

Under existing law, the Department of Higher Education has general visitorial rights and the power to license institutions of higher education. The conditions under which the Department should become involved in the affairs of a college should be further clarified so that state authorities might have some guidelines. It is important that the State be allowed to review areas such as excessive costs (especially administrative costs), inadequate academic performance (a failure on the part of a significant proportion of a college's graduate to meet certain minimum standards), and overt political interference in the personnel or academic operation of a county college (although this last item would undoubtedly be difficult to quantify). A mechanism for state action was proposed in an earlier part of this report when it was suggested that the two state trustees could submit a petition calling for a formal state investigation of college operations.

FOOTNOTES

[1] Planned interviews with county administrators, county college personnel officers, and county college faculty union representatives were assigned a lower priority and were not completed due to the limited time available.

[2] For a list of those works which deal in at least some small part with this dual topic, see Attachment A of this report.

[3] The figures do not add up to fifty because the necessary data were not available in some states.

[4] Chapter 41, *Laws* of 1962; *N.J.S.A.* 18A:64-1 to 18A:64-25.

[5] Two other counties have taken a very different option provided by other legislation (to be described). There are now only four, fairly sparsely populated counties—Cape May, Hunterdon, Sussex, and Warren—which do not have some form of county college.

[6] The primary duties of the president of the county college are not prescribed by law, but are specified in the Board of Higher Education's *Regulations and Standards for New Jersey Community Colleges.*

[7] Chapter 41, *Laws* of 1962; *N.J.S.A.* 18A:64A-9.

[8] *N.J.A.C. 9:4.1:3.*

[9] Chapter 41, *Laws* of 1962; *N.J.S.A.* 18:64A-9.

[10] Chapter 41, *Laws* of 1962; *N.J.S.A.* 18A:64A-15 to 18A:64A-17.

[11] Chapter 180, *Laws* of 1968; *N.J.S.A.* 18A:64B-1 to 18A:64B-13.

[12] Chapter 89, *Laws* of 1974; *N.J.S.A.* 18A:64A-30 to 18A:64A-39.

[13] Chapter 302, *Laws* of 1966; *N.J.S.A.* 18A:64A-26 to 18A:64A-29. For a succinct description of these various organizational options, see the State of New Jersey, County and Municipal Government Study Commission and Department of Community Affairs, *Handbook for County Charter Study Commissioners* (Trenton, NJ, 1973).

[14] Under the "commission" form of county government, each freeholder is, in effect, responsible for the operation of one department of the county government. That is to say, he or she is both a legislator and an administrator. As a result this official is frequently not concerned with the actual operation of the entire county government.

[15] Board of Trustees of Mercer County Community College v. Sypek, 151 N. J. Super. 1 (1977), overturned 160 N. J. Super. 452 (App. Div. 1978).

[16] A set of the three interview forms is included in Attachment B of this report. Many of the questions asked of these officials were, understandably, identical. As a rule, the interviews started with fairly general questions and then became more specific, so as to probe into certain possibly sensitive areas.

[17] In many counties, the Bureau discovered that it is a fairly common practice for members of the boards of chosen freeholders or other prominent political leaders to be asked to forward the application of someone who is interested in a position which is open at the county college. While a procedure not without peril or prejudice, some good people are undoubtedly brought to the attention of responsible college officials and, as long as there is no political follow-up or pressure in behalf of a particular applicant, this might be viewed as a permissible practice. However, this is a very different situation from that described above.

[18] See the *Star Ledger* (12/12/77), p. 1. One way such conditions could be curbed would be through the State's systematic collection and analysis of data on the skill levels of county college students, both upon entering and graduating from these institutions, or possibly through the assembly of information about their performance on the job or in other schools.

[19] In one of these schools, the first to have a state-inspired major shakeup, there has been a rather dramatic turnaround in its general operation and performance. For instance, in 1975 only about 38 percent of this college's nursing graduates could pass the state certification examination; in 1977, 82 percent of the students were certified. However, it is still too early to judge the long-term effects of this institutional rehabilitation program and, according to several sources, the political pressures which have been exerted on this college may have subsided only temporarily, largely because of the adverse publicity generated in the local newspapers.

[20] This board was then chaired by a prominent executive of a large corporation located in the county who carried considerable weight in local affairs. Similarly, in some other counties the first board of trustees of the college included many distinguished individuals such as the former president of a major university and the chief executive of a national educational testing agency.

[21] In the selection of college trustees, it is clear that county officials have picked some people who are very able but have had too many other important civic activities to do a truly effective job as a board member. This, if possible, is a practice which should be avoided.

[22] C. 167, PL, 1978, signed on December 26, 1978. This bill increased the number of public members to six, and stipulated that the institutional representatives on this board be county residents, a provision which was not specified in the original enabling legislation.

[23] The legally-prescribed institutional representatives on the boards of the two county "brokerage" agencies are, technically speaking, appointed by the chief county executive officers, with the advice and consent of the boards of chosen freeholders, but since they are nominated by the governing boards of their respective schools, the institutions obviously play a very important, if not decisive, role in their selection.

[24] It might also be desirable if a recent alumnus (or alumna) of the college be appointed to serve as a trustee of the institution.

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INTERVIEW FORM FOR CHAIRPERSON
BOARD OF TRUSTEES, COUNTY COLLEGES

OVERALL GOAL— examine existing statutory and non-statutory relationships between board of chosen freeholders and county colleges which affect governance of county colleges.

1. In general terms, how would you describe the role played by the trustees at ____________ college?

2. To what extent do major policy initiatives originate with the board of trustees (%)?

3. If mostly administrative measures, to what extent are they (a) rejected, (b) significantly amended by board before approval, or (c) if approved with little change, generally after considerable discussion?

4. Regarding various major roles:
   - a. budgetary process (annual and long-range)—effect (role) of Board of School Estimate (especially its chairman and freeholder members)
   - b. educational planning (new curricula or programs, new courses, size of student body, faculty/student ratio or teaching workload)
   - c. physical facility planning (current use of space, obsolete facilities, long-range planning of new facilities)
   - d. procurement of major services and supplies (use of bids; if non-bidding, any favorite contractors?)
   - e. selection of administrative personnel (individual trustees ever recommend?—any political leaders (local or state) or the friends or kin of political leaders?)
   - f. selection of other non-administrative personnel
   - g. selection of teaching staff

5. Are trustees involved too much (or too little) in affairs of the college (including internal operations)?

6. Are most (all?) of the trustees fairly well or ill-informed (come prepared to meetings?) Their general attendance record?

7. How would you characterize the (a) interest and (b) knowledge of the trustees (all, most, minority?) in college affairs?

8. How prominent a role played by chairman of board of trustees?

9. Is there any kind of formal orientation program (a manual?) for newly-appointed trustees? Do you think there should be? If so, who should participate in its preparation and implementation? (or if in existence, how could it be improved?)

10. Overall, how would you describe your relationship with the president of the college (excellent, fairly good, fair, less than satisfactory)? With the board of chosen freeholders?

11. What if any, is your relationship with governmental leaders in the county? Does the board of chosen freeholders (or individual freeholders or politicians) infringe much on the operation of the college? Much direct (or indirect, phone?) contact? Ever ask for favors (often)?

12. Background of trustees
    a. occupational or economic background
    b. educational level
    c. social status (white, minority)
    d. political ties (board of chosen freeholders, party chairmen, state legislators,—help raise $?)
    e. Which is most important?

13. Are you informally asked for an opinion of proposed trustees, or ever make recommendations?

14. Does the board of trustees (or trustees) help insulate the college from outside interference (or act as channel for it)?

15. In what areas are the trustees especially helpful?—any areas in which the trustees are a hindrance or detriment?

16. What mechanisms exist (or should exist) for evaluating the operations of the college?

17. What sort of support have you received from (a) business and industry, (b) labor, (c) political leaders, and (d) other groups in the county? Are there groups in the county which do not really support the county college (if so, why?)?

18. Do you need a different or better relationship with the Department of Higher Education (if so, what?)?

19. What role is played by the Council of County Colleges? Is it an effective body? If so, how? If not, how might it be improved?

20. Any major problems in funding? Are there any marked yearly fluctuations? How might funding be improved?

INTERVIEW FORM FOR CHIEF COUNTY OFFICERS

OVERALL GOAL—examine existing statutory and non-statutory relationships between board of chosen freeholders and county colleges which affect governance of county colleges.

1. What role do you have in the identification and selection of county college trustees?

2. What criteria or guidelines do you employ in recommending and/or selecting trustees?

3. What social (sex, minority), economic, geographic or other (political) factors are employed in the selection (or reappointment) process?—is it reasonably representative?

4. Do you believe the present selection process to be effective? What evidence is there that it is so.

5. What, if any, changes would you recommend (composition, size, etc.)? Your view of the role of the County Superintendent on board of trustees (should be continued?). Should the board include a state representative, faculty member, or a representative of the student body?

6. What are the major reasons for the non-reappointment (or removal) of a trustee?—under what circumstances would intervention in the administration of a college be justified (has this ever been done?). In what way is such information generated?

7. Does the county (executive or board of chosen freeholders) participate in what might be called broad goal-setting for the college? Anything beyond that?

8. Do you have much contact with the chairman, vice chairman or any other member of the board of trustees after their selection? If so, how much (roughly), about what matters, in what manner (letter, phone, personal contact)?—do you have much contact with the president of the county college? What is your view of the role of the chairman of the board of trustees?

9. Is there much contact between county political leaders and county college trustees (via freeholders) after appointment?

10. Assessment of role and relative effectiveness of Board of School Estimate (significantly alter budget prepared by county college officials?)—how are the freeholder members selected? Do you have much contact with either the freeholder or county college trustee members of the Board of School Estimate?

11. What is the actual degree of autonomy? What degree of autonomy should exist?

12. What mechanisms do or should exist at the county level for evaluating the operations of the college (and performance of the trustees)? Should there be an orientation program for newly-appointed trustees (if so, how should it be operated)?

13. What sort of support does the college receive from (a) business and industry, (b) labor, (c) political leaders in county, and (d) other groups in the county? Are there groups in the county which do not really support the county college (if so, why?)?

14. What is the present role of the Department of Higher Education to ____________ college? How might a better relationship be established in this area?

15. Any major problems in funding? Are there any marked yearly fluctuations? How might these matters be improved? What about pegging State aid to relative equalized valuation of property in county?

INTERVIEW FORM FOR COLLEGE PRESIDENTS

Overall Goal—examine existing statutory and non-statutory relationships between board of chosen freeholders and county colleges which affect governance of county colleges.

1. General terms, what role (or roles) do the trustees play at your college?

2. a. Are trustees significantly involved in major policy making?—to too great an extent, or too little an extent?

   b. To what extent do major policy initiatives originate with the board of trustees? (%)?

   c. If mostly administrative measures, to what extent are they (a) rejected, or (b) significantly amended by the board of trustees before approval, or (c) if approved with little change, generally after considerable discussion?

3. Regarding various major roles:

   a. budgetary process (annual and long-range)—effect (role) of Board of School Estimate (especially its chairman and freeholder members)

   b. educational planning (new curricula or programs, new courses, size of student body, faculty/student ratio or teaching workload)

   c. physical facility planning (current use of space, obsolete facilities, long-range planning of new facilities)

   d. procurement of major services and supplies (use of bids; if non-bidding, any favorite contractors?)

   e. selection of administrative personnel (do individual trustees ever recommend?—any political leaders (local or state) or the friends or kin of political leaders?)

   f. selection of other non-administrative personnel

   g. selection of teaching staff

   h. are trustees (individuals) involved in day-to-day (internal) operations of college?

   i. Are most (all?) of the trustees faily well or ill-informed (come prepared to meetings?)

   j. How would you characterize the (a) interest and (b) knowledge of the trustees (all, most, minority?) in college affairs?

4. How prominent a role is played by the chairman of the board of trusteees? Does he or she at times (or often) dominate the proceedings?

5. Is there any kind of formal orientation program (a manual?) for newly-appointed trustees? Do you think there should be? If so, who should participate in its preparation and implementation? (or if in existence, how could it be improved?)

6. Overall, how would you describe your relationship with the board of trustees of your college, (a) excellent (one or few, if any even minor problems), (b) fairly good (but some significant problems), (c) rather unsatisfactory, or (d) very unsatisfactory? If any of last three, elaborate?

7. What, if any, is your relationship with governmental (other freeholders than Board of School Estimate or county chairmen) leaders (state or local—Department of Higher Education—much direct (or indirect, phone?) contact?

   Ever ask for favors (personnel, contracts, service or supplies, retention of deficient students)? If so, just occasional or a fairly common occurrence?

8. Any significant interest groups involved in decision-making process?

9. Background of trustees

   a. occupational or economic background

   b. educational level

   c. social status (white, minority)

   d. political ties (board of chosen freeholders, party chairmen, state legislature,—help raise $?)

   e. Which most important?

   Extent to which they have good understanding of higher education and college operations?

10. Are you (president) informally asked for opinion of proposed trustees, or ever make recommendations?

11. Does the board of trustees (or trustees) help insulate college from outside interference, or act as a channel for it?

12. In what areas are the trustees especially helpful?—in what areas are the trustees a hindrance or detriment?

13. Is the present system supportive of the educational process? Need change? If so, what?

14. What sort of support have you received from (a) business and industry, (b) labor, (c) political leaders, and (d) other groups in the county? Are there groups in the county which do not really support the county college (if so, why?)?

15. Do you need a different or better relationship with the Department of Higher Education (if so, what?)

16. What role is played by the Council of County Colleges? Is it an effective body? If so, how? If not, how might it be improved?

17. Any major problems in funding? Are there any marked yearly fluctuations? How might funding be improved?

APPENDIX D

Role of the New Jersey Community College Trustees: Questionnaire Results

ROLE OF THE NEW JERSEY COMMUNITY COLLEGE TRUSTEES: QUESTIONNAIRE RESULTS

Introduction

The questionnaire was designed to gather information on the role of the board of trustees in the New Jersey community colleges. The questions focused on five areas: the general role of the boards in specific planning areas, sources of guidance in the planning process, board effectiveness and the selection of board members, demographic data about the trustees, and the trustees' views on several related topics.

The literature sources used in preparation of the questionnaire include *Boards of Trustees: Their Decision Patterns* (James Paltridge, 1976), *The Trusteeship of Colleges and Universities* (Morton Rauh, 1969), and *Presidents and the Comprehensive Two-Year College* (Robert Frederick, Jr., 1973). The most important resource was an unpublished dissertation, *Trustees and the Planning Process* (Lila Engdahl, 1976). This work contained a comprehensive literature review as well as a basic format for the questionnaire.

The questionnaire was mailed to all trustees of the community colleges (173), and 99 (57%) were returned by the final deadline. Completed questionnaires were received from trustees at every community college, although the response rate varied from 11% at Somerset to 100% at Ocean. (See Table 1, page 50). A copy of the survey appears in Attachment A.

Results

The particular results are discussed according to the five sections of the questionnaire. It should be noted that some respondents did not answer all questions. The following data represent those trustees who returned completed questionnaires and do not reflect differences among individual college boards of trustees, except where noted.

Part I: Role of Board in Planning

The trustees were asked to rate their board's role in 18 planning areas. The response categories related to potential board actions, and ranged along a five point continuum from "the board takes no action" to "the board initiates and conducts activities." The most frequently cited board action for each planning area is presented in Table 2 (page 50).

In the area of financial affairs, a majority of trustees viewed their board's role as one of "participating and/or deciding" the operating and capital budgets and one of "approval" for investments. In the area of academic affairs (admissions, program implementation or discontinuance, and accountability), the trustees most frequently perceived that the boards of trustees "approved" the decisions made by the administration.

For most personnel policies (tenure, appointment, dismissal, promotion, and records/grading systems) the trustees saw the function of the board as one of "approval." The trustees indicated a more substantive role with regard to board action on staff salary and benefits, as most answered that they actually participated in the decisions made on these matters. The single most intensive expression of opinion in the first section of the questionnaire was on the selection and retention of the president. A vast majority of responding trustees answered that it was the board's duty to initiate and conduct the activities related to this function.

In the last section of Part I, "Other Areas," the trustees perceived the board's role with regard to community relations and determining community needs as one of participating/deciding, while delegating responsibility to the college staff for student activities. The board was seen as approving actions related to senior staff selection, retention or promotion.

The average ratings for board actions in each planning area are given in Table 3 (page 51). The results were generally the same as those of the most frequently cited board action. However, the large standard deviations in the following planning areas—investments; selection and retention of the president; records, grading system, and regulations; community relations; determining community needs; and admissions—suggested that the various boards' actions in these areas differed considerably.

Part II: Sources of Guidance

The trustees were asked to rate specific individuals or organizations as sources of guidance in providing direction for their board's activities. The response categories were estimates of the amount of direction and ranged on a five-point scale from "uncertain" to "much direction." The most frequently cited direction from each source is presented in Table 4 (page 51).

Most trustees responded that "limited direction" was provided by the boards of freeholders, their county constituents, the Office of Community College Programs (DHE), and the Council of County Colleges. Legislative statutes and the State Board of Higher Education were viewed as providing "some direction." while the college president and colleagues on the board were seen as providing "much direction." Various other sources were also cited as providing "some direction," but since only 14% of the trustees cited other sources—and those cited varied considerably—their overall impact may actually be minimal.

The average amount of direction from each source is given in Table 5 (page 51). Due to the large standard deviation associated with most sources, there was an indication of considerable variability in the trustees' perception of the extent to which all sources (except the college president) provide direction in their board's activities.

Part III: Board Effectiveness and Selection of Members

The trustees were asked to respond to several questions concerning the effectiveness of their board and the selection of board members.

The results indicate:

- 63% of the respondents perceived their board as providing highly significant service to their college
- 55% of the respondents stated that their board reviewed the mission of their college every 1-2 years
- 72% of the respondents indicated that their board has little or no influence on the selection process of new trustees
- 61% of the respondents viewed the current selection process as effective or highly effective

For specific ratings see Table 6 (page 52).

Part IV: Demographic Data

The trustees were asked to respond to several demographic questions. Although three of the four questions were open-ended, the nature of the information permitted categorization.

The results indicate that responding trustees:

- have served, on the average, 6 years as trustees, although their service ranged from 2 months to 22 years. More specifically:
    - 48% have served 4 years or less
    - 24% have served 5–8 years
    - 17% have served 9–12 years
    - 11% have served over 12 years

- serve on other educational boards (44%). The most frequently cited was the local public school board (54%). Others frequently named were vocational technical school boards (14%) or private/parochial school boards (11%).
- have the following political affiliation:

  42% Democrat

  19% Republican

  24% Independent

  15% None Specified
- have an annual income (1977) that ranges from $20,000 or less (16%) to $41,000 or more (42%).

Part V: Other Topics

The trustees were asked to express their views on several related topics through open-ended questions. The results indicated that:

- 51% of the respondents viewed their role as a trustee to be one of policy/planning, while another 18% cited service (educational opportunity, open access). Less than 25% of the respondents specified that a secondary duty of their trustee board is the review and evaluation of college financial operations.
- 59% of the respondents believed that their college should be fully independent from outside influences, while another 18% indicated that they should be mostly independent.
- the respondents viewed the current sources of outside influence on their college as:

  25% Freeholders

  23% Other

  22% Department of Higher Education

  13% State Legislature

  17% None

  Those trustees who specified the manner in which these sources were influencing the college cited funding (26%) or laws and regulations (19%).
- 53% of the respondents indicated that personal qualifications or abilities (e.g., business experience, community service) were the criteria used by the freeholders to select trustees. Another 29% indicated political favors or party affiliation was the standard used for appointing trustees.
- 61% of the respondents thought that the current method of selecting trustees should continue to be used in the future.

In the last section of Part V, the respondents were given the opportunity to make any additional comments; 38% of the trustees who returned questionnaires chose to respond. Although the comments varied greatly, more than half of them could be categorized as "specific problems," e.g., faculty negotiations, budget caps.

TABLE 1

Response Rate by College

College	No. of Trustees Responding	No. of Trustees Serving at College	% Responding
Atlantic	2	9	22
Bergen	3	9	33
Brookdale	5	9	56
Burlington	5	9	56
Camden	6	9	67
Cumberland	8	9	89
Essex	5	9	56
Gloucester	2	9	22
Hudson	6	7	86
Mercer	7	8	88
Middlesex	8	9	89
Morris	5	8	63
Ocean	9	9	100
Passaic	3	9	33
Salem	3	9	33
Somerset	1	9	11
Union	11	26	42
UCTI	2	5	40
UCCC	3	9	33

TABLE 2

Board's Role in Planning: Most Frequently Cited Action

Planning Area	Most Frequently Cited Action	%
Financial Affairs		
Operating Budget	Participates & Decides	56
Capital Budget	Participates & Decides	63
Investments	Approves	38
Academic Affairs		
Admissions	Approves	43
Program Implementation	Approves	66
Program Discontinuance	Approves	63
Accountability/Evaluation	Approves	57
Personnel Policies		
Staff Salary/Benefits	Participates & Decides	59
Tenure	Approves	58
Faculty Appointment	Approves	72
Faculty Dismissal	Approves	66
Faculty Promotion	Approves	72
Selection & Retention of President	Initiates & Conducts	63
Records, Grading System, Regulations	Approves	43
Other Areas		
Student Activities	Delegates	42
Senior Staff Selection, Retention, Promotion	Approves	68
Community Relations	Participates & Decides	41
Community Needs Determination	Participates & Decides	42

TABLE 3

Board's Role in Planning: Average Rating

Planning Area	N	Mean (R = 1-5)*	Standard Deviation
Financial Affairs			
Operating Budget	95	3.60	.53
Capital Budget	94	3.73	.55
Investments	95	3.40	1.06
Academic Affairs			
Admissions	94	2.46	.86
Program Implementation	95	2.87	.62
Program Discontinuance	94	3.05	.66
Accountability	91	3.08	.67
Personnel Policies			
Staff Salary/Benefits	93	3.67	.55
Tenure	94	3.21	.77
Faculty Appointment	96	3.13	.62
Faculty Dismissal	96	3.17	.71
Faculty Promotion	95	3.14	.60
Selection/Retention of President	91	4.45	.83
Records, Grading System, Regulations	96	2.48	.84
Other Areas			
Student Activities	96	2.41	.77
Senior Staff Selection, Retention, Promotion	96	3.15	.70
Community Relations	96	3.35	.87
Community Needs Determination	96	3.31	.82

*Where 1 = none, 2 = delegates, 3 = approves, 4 = participates/decides, 5 = initiates/conducts.

TABLE 4

Sources of Guidance: Most Frequently Cited Direction

Source	Most Frequently Cited Action	%
College President	Much	71
Colleagues on Board	Much	42
State Board of Higher Education	Some	39
Legislative Statutes	Some	38
Board of Chosen Freeholders	Limited	37
Individuals/Constituents	Limited	35
Council of County Colleges	Limited	35
Community College Office (DHE)	Limited	33
Other	Some	54

TABLE 5

Sources of Guidance: Average Direction

Source	N	Mean (R = 1-5)*	Standard Deviation
College President	94	4.64	.65
Colleagues on the Board	93	4.12	.93
Legislative Statutes	93	3.87	1.05
State Board of Higher Education	93	3.79	.93
Community College Office (DHE)	94	3.70	1.02
Council of County Colleges	94	3.52	.98
Board of Freeholders	90	3.05	.95
Constituents	94	3.03	.98
Other	13	4.46	.51

*Where 1 = uncertain, 2 = no direction, 3 = limited direction, 4 = some direction, 5 = much direction.

TABLE 6

Board Effectiveness and Selection of Members

Significance of Board Service

Significance	%
Uncertain	—
Not Significant	3.2
Slightly Significant	10.6
Significant	23.2
Highly Significant	63.2

Board Influence on Trustee Selection

Extent of Influence	%
None	33.7
Limited	38.4
Some	18.6
Considerable	9.3

Review of Mission and Functions

Frequency of Review	%
Every 1-2 years	55.3
Every 3-5 years	24.0
Every 6-10 years	4.2
Not Reviewed	4.2
Uncertain	12.5

Effectiveness of Current Selection Process

Perceived Effectiveness	%
Uncertain	6.5
Limited	17.2
Moderate	15.1
Effective	33.3
High	28.0

ATTACHMENT A

N.J. COUNTY COLLEGE TRUSTEE QUESTIONNAIRE

The purpose of this questionnaire is to gather information on the role of your Board of Trustees in the planning process at your college. In this context, we define planning to include both long- and short-range planning and an evaluation component because planning is closely related to judgments of the current situation as well as to what it might become in the future.

Your considered responses to the following questions will help the Commission to understand the role of trustees in the governance of the county colleges.

Your responses will be held confidential.

PART I

In this section you are asked to consider what the **general role** of your board is in each of the planning areas listed below. Check (✓) the most appropriate response category from among the following:

None: In this area, the board takes no action and makes no decisions.

Delegates: In this area, the board completely delegates responsibility to the college staff with no subsequent review.

Approves: In this area, the board generally approves action initiated by the college staff, administrators, or college committees.

Participates and Decides: In this area, the board, as a board, or as subcommittees or individuals, actively participate with the staff in developing alternatives; then the board makes the final decision.

Initiates and Conducts: In this area, the board generally initiates and conducts planning activities with no (or minimal) staff involvement; the board makes the final decisions.

PLANNING AREAS	None	Delegates	Approves	Participates & Decides	Initiates & Conducts
Area: Financial Affairs					
1. Operating Budget	☐	☐	☐	☐	☐
2. Capital Budget	☐	☐	☐	☐	☐
3. Investments	☐	☐	☐	☐	☐
Area: Academic Affairs					
4. Admissions	☐	☐	☐	☐	☐
5. Program Implementation	☐	☐	☐	☐	☐
6. Program Discontinuance	☐	☐	☐	☐	☐
7. Accountability/Evaluation	☐	☐	☐	☐	☐
Area: Personnel Policies					
8. Staff Salary/Benefits	☐	☐	☐	☐	☐
9. Tenure	☐	☐	☐	☐	☐
10. Faculty Appointment	☐	☐	☐	☐	☐
11. Faculty Dismissal	☐	☐	☐	☐	☐
12. Faculty Promotion	☐	☐	☐	☐	☐
13. Selection and Retention of President	☐	☐	☐	☐	☐
14. Records, Grading System, Regulations	☐	☐	☐	☐	☐
Other Areas:					
15. Student Activities	☐	☐	☐	☐	☐
16. Senior Staff Selection, Retention, Promotion	☐	☐	☐	☐	☐
17. Community Relations	☐	☐	☐	☐	☐
18. Community Needs Determination	☐	☐	☐	☐	☐

PART II

Listed below are possible **sources of guidance** for your participation in the planning process. Please indicate the extent to which each source provides you with directions in your board activities according to the following categories. Check (✓) the most appropriate response category.

SOURCES	Uncertain	No Direction	Limited Direction	Some Direction	Much Direction
19. Legislative Statutes	☐	☐	☐	☐	☐
20. State Board of Higher Education	☐	☐	☐	☐	☐
21. Community College Office (DHE)	☐	☐	☐	☐	☐
22. Council of County Colleges	☐	☐	☐	☐	☐
23. Colleagues on the Board of Trustees	☐	☐	☐	☐	☐
24. Board of Chosen Freeholders	☐	☐	☐	☐	☐
25. Individuals or specific constituencies within the county	☐	☐	☐	☐	☐
26. President of the college	☐	☐	☐	☐	☐
27-8. Other (Specify) ________________	☐	☐	☐	☐	☐
________________	☐	☐	☐	☐	☐

PART III

In this section you are asked to respond to a variety of questions concerning the role of your board and the selection of the board members. Please check (✓) the most appropriate response. Write in explanations if you think they will help us understand your response.

29. Overall, how significant (productive) do you judge your board in its service to the college?

☐ Uncertain ☐ Not significant at all ☐ Slightly significant
☐ Significant ☐ Highly significant

30. How often does your board of trustees review the mission and functions of the college?

☐ Every 1-2 years ☐ Every 3-5 years ☐ Every 6-10 years
☐ Have not been reviewed ☐ Uncertain

31. Although the freeholders formally appoint new trustees, to what degree, if any, does your board exert influence on the selection process?

☐ None at all ☐ Limited to occasional suggestions
☐ Some, in consultation with freeholders ☐ Considerable, in consultation with freeholders

32. What is your perception of the effectiveness of the current selection process?

☐ Uncertain
☐ Of limited effectiveness in bringing well-qualified individuals to our board.
☐ Of moderate effectiveness in bringing well-qualified individuals to our board.
☐ The method is effective in bringing well-qualified individuals to our board.
☐ The method is highly effective in bringing well-qualified individuals to our board.

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PART IV

Below are a few personal questions which will aid us in analyzing the responses to this survey.

33-4. How long have you served as a trustee at this college? ______ (years)

35-6. Do you serve (or have you served) as a member on any other educational board?

☐ Yes ☐ No If Yes, please specify ______________________________

37. What is your political affiliation? ______________________________

38. What was your approximate annual income last year? Check (✓) one:

☐ $10,000 (or less) ☐ $11,000-20,000 ☐ $21,000-30,000
☐ $31,000-40,000 ☐ $41,000 (or more)

PART V

In addition to your responses to the foregoing sections of this questionnaire, the Commission would like to have your views on several other topics. These topics do not lend themselves to standard response formats and so we would appreciate your written comments. Please feel free to use either the space provided or additional sheets, if necessary.

39. What is your perception of your own role as a trustee?

40. How independent do you believe your college should be from outside influence? (for example, county or state government or political influence)

41. What outside agencies or individuals do you believe are currently influencing your college? In what ways? With what effects?

42. What criteria do you believe were used by the freeholders to select the members of your board of trustees?

43. How do you think trustees should be selected in the future?

Any comments you may wish to make with regard to your board of trustees or to any other county college topic will be most welcomed.

APPENDIX E

Information Summary: Adult Education/Community Education

INFORMATION SUMMARY:
ADULT EDUCATION/COMMUNITY EDUCATION

Introduction

The terms "adult education" and "continuing education" refer to many types of courses and services, including credit courses of all types taken on a part-time basis; non-credit courses of an avocational or general interest nature; and either credit or non-credit courses aimed at developing or improving specific job-related skills. "Community Education," a term used by Lombardi (1978) to describe all the learning activities and services needed by a community, will be used here to refer to all non-credit courses and services provided by the county colleges as well as credit courses taken on a part-time basis. Similar programs run by the lower schools will be referred to as Community Adult Education to distinguish them from county college programs.

Lombardi (1978) has noted that, from a national perspective, community colleges have passed through eras of development characterized by the major purposes they have served. The first era was dominated by the transfer function; it was very gradually superseded by the occupational function. Now, says Lombardi, a shift toward Community Education is evident. In reality, the present shift is not so much a change in content as it is a change in the composition of the colleges' clientele. The major components of this era are adult education in the form of part-time enrollments and community services of many types. Lombardi expects that as this new era develops, community colleges will assume major responsibility for Community Education and will coordinate the Community Education offerings of other institutions, agencies, and organizations.

The New Era in New Jersey

New Jersey's experience and current situation reflect this national trend. The open door policy and the geographic accessibility of the community colleges have stimulated considerable growth in part-time enrollments. Indeed, the community colleges are now serving student bodies different from the original ones they were designed to serve. From 1967 to 1972, full-time students outnumbered part-time. Since then, the trend has reversed; in 1978, there were approximately 18,000 more part-time students enrolled than full-time.

Within the county colleges, community services have also shown considerable growth in recent years. Generally, these services are designed to meet the needs of adults for knowledge related to personal living or career growth. Examples are avocational courses such as astronomy; courses designed to improve family life, such as house buying or parenting; and professional upgrading like pharmacology courses for nurses. Growth in these activities around the state has been substantial. At the County College of Morris, for instance, these types of courses have expanded in number from 8 in 1969 to 245 in 1976. But courses are not the only community service vehicles. The community colleges also provide cultural and social events, open their facilities to the public, deliver special services to business and industry, and attempt to help people and communities help themselves. Other possible activities within the community services role include coordinating county adult education planning, and conducting community/county needs analyses.

Funding Community Education

Several observers have noted a national tendency among community colleges to award credit for community services. There is an underlying financial incentive for this—labeling community services as credit courses generally makes them eligible for state funding. Because New Jersey has partially underwritten the costs of community services in the past, this practice has not been widespread here. New Jersey's policy was refined in December 1977 when the Board of Higher Education, reacting to requests for full-time-equivalent student funding for non-credit enrollments, chose to review the courses which were eligible for funding. This was in line with the legislature's passage of A-3182, a law which increased the State's appropriation to the county colleges but which narrowed the definition of fundable non-credit courses.

The Board of Higher Education's amendment to the Administrative Code (Section 9:4-3.57), restricted state funding to courses "which are *bona fide* instructional offerings requiring formal student registration, attendance, and course outlines." Only enrollments in non-credit Remedial, Developmental, General Education Development, and Adult Basic Education courses, as defined below, are now eligible for state funding.

Remedial courses are courses in reading, writing, and arithmetic designed to raise student competence in these skills to the college level.

Developmental courses are courses designed to develop occupational skills geared toward securing initial employment or upgrading occupational skills. In planning for the offering of developmental courses, colleges must formally assess the needs of their service area and the offerings of other public institutions.

General Education Development courses are courses designed to prepare students for New Jersey high school equivalency diplomas.

Adult Basic Education courses are courses designed to teach reading, writing, and arithmetic skills to adults whose inability to speak, read, or write the English language constitutes a substantial impairment to obtaining employment or retraining commensurate with their ability.

The Future of Community Education in New Jersey

In the midst of declining numbers of people in the 17-18 year old age group, there exists a high demand for education among adults. The trends which emerge from this situation are already visible as county college advocates call for further extensions of Community Education activities (cf. *New Jersey Community Colleges: The First Ten Years*, a report of the Council of County Colleges, 1975). There are others who are concerned that remediation and non-academic acitvities will eventually overwhelm the collegiate aspects of the colleges. Lombardi (1978) has stated the issue quite bluntly: Community colleges will have to reconcile their many below-college-level activities with their desire to maintain an association with higher education. He suggests resolution through use of a mechanism borrowed from universities—the extension division. This he finds more acceptable as a solution than transforming community colleges into non-collegiate institutions.

Cohen and Brawer (1977) have suggested another alternative for dealing with Community Education. They, too, have considered the issues inherent in expanding services to adults, calling the challenges these services pose to traditional community college structures the greatest problem of the next quarter century. The unified collegiate experience has been replaced by a sequence of courses and events related more by chance than by design. Especially for part-time adult students, the fare has become short courses for personal interest and modular training for particular tasks. To maintain the integrity of academic programs, Cohen and Brawer offer the following observation:

> As curriculum develops in coming years, the faculty and administrators will be forced to realize that its main distinctions are not between 'academic' and 'occupational' programs—a spurious dichotomy—but between 'courses' and 'presentations.' Conceptually, a course must include specific instructional objectives and an assessment of student learning. That is why students should be able to obtain course credit for learning realized elsewhere. A 'presentation' or series of events may have all the apparent elements of a course—scheduled time, calendar, lecture, media—but, typically, it does not include defined objectives or learning outcomes. As educators and legislators become aware of the differences between the two, the practice of awarding course credit for attending presentations will subside.

The Board of Higher Education's definition of *bona fide* instructional offerings, cited earlier, makes similar distinctions.

The Role of the County Colleges Among Community Education Deliverers

The needs of New Jersey's adult population for educational services are extensive, and are presently being addressed by many sectors. Besides the county colleges, the list of Community Education deliverers includes Rutgers, the state colleges, private colleges and universities, local school districts, area vocational technical schools, private industry, and a host of county and local service agencies and voluntary organizations. To place the county colleges within this context, these deliverers will be discussed under three headings: Higher Education Services; Lower School Services; and Community Education Services of Non-Educational Organizations and Agencies. Because the activities of industry and the proprietary schools fall primarily in the area of vocational education, they are dealt with in a separate section of this summary.

Higher Education Services

In 1976 the Department of Higher Education conducted a study of public adult education programs to examine the issue of service overlap among the various deliverers, and to determine the extent to which duplication of effort exists, and is problematic (*A Report on Adult Continuing Education Activities of New Jersey Public Colleges and University*, January 31, 1977).

The following table summarizes the extent of adult continuing education in the public colleges in Fall 1975 as determined in that survey.

The Extent of Non-Credit Education in New Jersey, Fall 1975

	Professional & Occupational		General Interest		Total	
	CEU	% Total	CEU	% Total	CEU	%
Rutgers & NJIT	22,638.1	93	1,769.2	7	24,407.3	23
State Colleges	11,693.5	64	6,490.3	36	18,183.8	17
County Colleges	27,712.3	43	36,349.5	57	64,061.5	60
Total	62,043.9	58	44,669.5	42	106,652.9	100

Note: CEU = ten contact hours per student.

Approximately three-fifths of the offerings were of an occupational nature; two-fifths were general/personal interest. Sixty percent of all the adult continuing education courses were offered by the county colleges. Four-year institutions concentrated their efforts on occupational education (81% of their offerings). The county colleges were more nearly evenly divided between occupational/general interest offerings (43%/57%). It is also noteworthy that the 57% general interest share of county college offerings represented 81% of all the public college activity in that area.

More than half of Rutgers' non-credit offerings were conducted through the University Extension Division. The thrust of the Rutgers program was toward improvement courses in "professional" occupational areas such as Business Administration, Construction Engineering, Health Care, Law, Library Science, Public Employees Training, Sciences, Social Work, Teacher Education, and Transportation. Some courses were also offered in more general occupational areas, and these overlapped the offerings of the community colleges in Essex and Camden counties.

The programs which the University offered for personal enrichment were relatively limited. However, a summary of the 1977-78 courses offered by Rutgers' Community Education and Government Service Programs indicate numerous programs designed to serve the personal interests of individuals (e.g., sex roles in society; personal health) and the needs of minority communities ("Needs and Aspirations of Hispanics in New Jersey").

Rutgers' adult and continuing education services were reorganized on July 1, 1978, under an Associate Vice President for Adult and Continuing Education; according to that office, the nature of services offered will not change appreciably.

Most of the state colleges offer non-credit continuing education courses, mainly in occupational areas such as Business Administration, Construction, Health Care, and Natural Resources Management. However, the largest single portion was in Teacher Education (10,000 CEUs).

Personal enrichment courses at the state colleges included many offerings in the same areas in which the community colleges were active. However, total enrollments in the forty-two types of courses listed only amounted to approximately a third of all CEUs generated and to about one-sixth of the general interest courses offered by the community colleges.

All of the community colleges offer non-credit continuing education courses. In terms of headcount enrollments, only about an eighth of their students were enrolled in occupational (generally lower skills level) programs. However, these programs generated larger numbers of CEUs per student enrolled, so the total breakdown of CEUs between Occupational and General Interest courses was 27,712 to 36,350, despite the much larger headcount enrollment in courses such as Wine Tasting and Contract Bridge.

The major conclusion which the Department of Higher Education drew was that "there appears to be no major duplication of effort by the colleges and university in the field of continuing education." Although little data regarding private institutions was obtained through the survey, it pointed to only limited duplication with regard to their offerings.

Lower School Services

The only inventory of lower school Community Education services in New Jersey is an annual report of the Department of Education's Bureau of Adult, Continuing, Community Education entitled the "Community Adult Education Program Enrollment." Although this does not provide an exact measure of the level of activity (e.g., not all school districts report their enrollments; certain county college enrollments are included, others are not) it can be used as a barometer to gauge the growth of community education efforts in this sector.

For the academic year ending June 1977, the report listed a total headcount enrollment of 473,991. In 1977-78, the total rose to 526,820, an increase of slightly more than eleven percent. This magnitude of growth has been common in recent years.

Under the Department of Education, four major activities are covered by the general category of Adult and Continuing Education: Adult and Continuing Education; High School Equivalency ("conducted to permit high school dropouts to receive a State High School Equivalency Certificate"); Adult Literacy ("to meet the needs of adults who cannot read, write, or complete an eighth grade level"); and Schooling for the Foreign Born. In addition to these programs, the Department of Education runs the Garden State School District to provide adult continuing education to the residents of state correctional facilities. In all, fifteen types of adult and continuing education are listed in the Department's annual report and all are non-credit programs.

Community Adult Education programs in the secondary schools are administered through the local school districts. Although New Jersey's 600-plus school districts are basically autonomous units, there is some coordination of Community Adult Education through the Bureau of Adult, Continuing, Community Education.

Through the Department of Education, the State may fund up to two-thirds of a Community Adult Education director's salary (up to a maximum of $12,000 a year). School districts which receive state funds for directors' salaries must offer courses in at least six of the following fifteen program categories defined by the Department of Education: 1) Naturalization Education; 2) Adult Basic Education; 3) High School Completion Education; 4) Civic and Public Affairs; 5) Literature and Languages Education; 6) Leadership Training and Group Relations; 7) Health, Safety, and Physical Education; 8) Music and Dramatic Education; 9) Driver and Pedestrian Education; 10) Mathematics and Science Education; 11) Arts and Crafts Education; 12) Avocational Education; 13) Family Life Education; 14) Consumer and Homemaker Education; 15) Vocational Education.

Those districts which receive state contributions to directors' salaries must supply information on enrollments to the Bureau of Adult, Continuing, Community Education; other districts respond to the Bureau's requests for data on a voluntary basis. Approximately 250 school districts report Community Adult Education enrollments to the Bureau.

A few Community Adult Education programs are eligible for federal or state funding. English as a second language courses are eligible for federal funding. State funding is available for G.E.D. programs and courses leading to employment; English for the foreign born courses may receive some state funds under a state/school district matching arrangement. The majority of Community Adult Education programs, however, are not eligible for such funding. Avocational, recreational, and general interest courses are all supported by the school district and/or student fees. In at least one New Jersey community (Vineland) all adult school courses are offered tuition free to adult residents. In most districts, however, student fees range from $15 to $30 for 10-week courses.

Clearly, there is a great diversity in the content, administration, and financing of Community Adult Education programs in New Jersey's secondary schools. This diversity, coupled with the automony of the local school districts, inhibits the coordination function of the Bureau of Adult, Continuing, Community Education.

Community Education Services of Non-Educational Organizations

In each of New Jersey's counties there are governmental units, agencies, independent organizations, and voluntary associations which offer programs and services to meet the educational needs of adults. These activities are generally conducted outside of formal educational institutions. Some indication of their scope can be seen in a partial list of service providers which was compiled in Morris County (see Attachment A).

County Adult Education Committees have been established in an effort to improve service to the public through increased coordination of these activities. Also within the state are 150-175 project councils which attempt coordination within more limited areas. The New Jersey Education Act, as amended, encourages the development of State Advisory Councils, and one was established for Adult, Continuing, Community Education in 1972 and officially charged in 1974.

A 1977 Department of Health, Education and Welfare report (*Opportunity for Linkage: An Analysis of Manpower and Related Advisory Councils in New Jersey)* concluded that there were no linkages between the State Advisory Council and other related advisory councils even though the need for communication and coordination was well recognized. Instead, responsibility for coordination at the state level has fallen to the Bureau of Adult, Continuing, Community Education in the Department of Education, an arrangement noted earlier. The State Advisory Council itself has recognized this problem and has called for a new system "to articulate needs, integrate resources, and develop cooperative efforts for serving the adult population". Moreover, their survey of County Adult Education Committees shows the importance of coordination at the county level as well.

County Level Coordination of Community Education Activities

The Department of Education has sponsored planning/demonstration projects in three counties to investigate the total delivery system for Community Education within the counties, and the need for increased coordination. In Burlington County, the Continuing Education Council looked into the effectiveness of adult education activities in meeting county needs (1978). In spite of the activities of numerous agencies and a high (70%) usage of high school facilities, they concluded that programs were not uniformly available.

Services to senior citizens were not attracting enough people. Career education was not comprehensive. This last conclusion was especially noteworthy in light of controversies over agency and institutional duplication of services. The Council found that, while programs existed to provide entry level skills, few were designed to upgrade the skills of working people or to enable them to keep up with technological advances. Taken together, the Council viewed the gaps as serious deficiencies in the county's adult education system.

To identify factors contributing to these deficiencies, the Burlington Council surveyed the directors of adult programs and others concerned with the provision of services. They asked respondents "to disregard existing levels of organization and financial support and to state what they would like to see provided in the way of programs and organizations at the county level." All education directors interviewed wanted publicity for their programs throughout the county, and 92% wanted a county information center to maintain data on courses, instructors, and resources. Other comments from the respondents called for systematic contact between agencies, regular information on employment and economic trends, technical assistance in identifying funding sources and in grant proposal writing, and county level evaluation of programs.

The need for services such as those cited in the Burlington report emerge from similar studies in other counties* and from discussions with adult education personnel at the community colleges. Indeed, the Burlington report noted this was so:

> Through discussions with directors of other counties, it became apparent that program shortcomings and organizational weaknesses. . . are common to most, if not all, counties in the State. In many respects, Burlington has a more effective county level organization than many counties in the State. Therefore, the recommendations of this study should be of interest externally as well as within the county.

Conclusion

Community Education in New Jersey has grown through the efforts of a variety of service deliverers in response to an increasing need on the part of the adult population. Diversity in course content, audience, delivery, and funding exists. Rapid growth and development have characterized the Community Education movement; coordination and cooperative efforts have not been given major emphasis. While duplication does not now appear to exist in large measure, the potential for service degradation is a factor that should be seriously considered in future planning and program design.

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*Note: for such a discussion, see the *County Planning Project: Adult and Community Education*, Middlesex County, 1978.

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County Based Agencies Providing Non-Formal Education Opportunities For Adults

American Association of Retired Persons
American Association of University Women
American Cancer Society
American Heart Association
American Legion
American Red Cross
Art Association Morris County
Big Brothers
Clergy Consultants
Consumer Affairs
Family Service
Family Services
G.E.D. Testing Center
Homemakers Upjohn
Legal Aid Society
Lydia Hayes Home for the Blind
March of Dimes
Medical Personnel Pool
Medical Equipment Center
Mental Health Association
Morris Area Concert Association
Morris County American Revolution Bicentennial Committee
Morris County Bridle Path Association
Morris County Chaplaincy
Morris County Child Care and Development Council
Morris County Civil Defense and Disaster Control
Morris County Department of Aging
Morris County Department of Drug Abuse
Morris County Drug Abuse Clinic
Morris County Extension Service
Morris County Free Library
Morris County Food Stamps
Morris County Guidance Center
Morris County Heritage Commission
Morris County Historical Society
Morris County Legal Secretary Association
Morris County Nutrition Project
Morris County Office of Manpower Services (CETA)
Morris County Republican Committee
Morris County Society for Crippled Children & Adults
Morris County Urban League
Morris County Welfare Board
Morris County YMCA
Morris County Youth Center
Morris County Neighborhood House
New Jersey Conservation Foundation
New Jersey Shakespeare Festival
Planned Parenthood Center
Retired Senior Volunteer Program
Soroptimist International
Visiting Nurse Association
Voluntary Action Center
Watnong Garden Club of Morris County
Woman's Republican Club

APPENDIX F

Information Summary: A Review of the Literature on Financing Community Colleges

INFORMATION SUMMARY: A REVIEW OF THE LITERATURE ON FINANCING COMMUNITY COLLEGES

Background

The rapid growth of public community colleges during the past two decades has been heralded as one of the greatest accomplishments of American education and an egalitarian model to be emulated by other nations in their quest for universal access to education. As this movement reaches maturity, issues relating to the nature and extent of financial support are receiving careful review.

The American community college movement has responded to a demand for low cost educational opportunities beyond high school by emphasizing open access, low tuition, and comprehensive programs reflective of the needs and interest of local residents. However, this rapid growth has come at a time when all educational institutions are facing increasing financial uncertainty as pressures mount for greater accountability in the use of public revenues. The recent scarcity in public support has forced all postsecondary institutions to meet increased inflationary costs through reduction in services and increases in tuition.

One would expect that financing methods which were positively related to college missions would result in greater achievement of those missions than financing methods which were neutral or negatively related. For example, a prominent element of the mission of community colleges is the provision of high technology occupational and remedial programs which tend to be more expensive than other programs because of the need for costly laboratory equipment and small faculty-student ratios. One would expect that a finance method which provides more dollars for such programs when compared with lower cost programs such as transfer and community services would encourage more technology and remedial programs than would be offered if all types of programs received similar funding.

Non-neutral positive financing methods, however, may bring with them certain disadvantages. They tend to reduce flexibility and autonomy at the local college level and increase state control. These disadvantages might not be significant in the operation of the colleges unless the positive aspects of the non-neutral funding mechanisms were very small.

Principles and Criteria for Mission Directed Financing

For New Jersey community colleges to implement their comprehensive mission, the criteria used to guide decisions regarding their administration should be congruent with the philosophical mission they seek to attain. This would seem to hold both for policy decisions concerning the mechanisms for providing financial support and for administering those funds once provided. The community colleges prepare budget requests on the basis of anticipated needs determined by their mission and manage the acquired revenues toward meeting these goals. Similarly, state and county funding boards should evaluate budget requests on the basis of similar perceptions of the mission to be achieved.

Leaders of the community college movement have formulated various guiding principles on which the financing mechanisms for these colleges could be evaluated. These criteria have been complemented with additional principles generated by representatives of the community colleges who have been most closely involved and deeply concerned with the developing financial difficulties of their institutions.

Walter Garms, in *Financing Community Colleges* (1977), suggested the following nine criteria for judging financing plans:

1. The finance program should enhance, rather than impede, the ability of the community college to serve those who find access to traditional institutions difficult.
2. The finance program should enhance, rather than impede, the ability of community colleges to provide courses and programs not provided, or provided insufficiently, by the four-year institutions.

3. The finance program should enhance, not impede, the ability of the community college to respond to the particular needs of the community it serves.
4. The finance program should help to preserve the health and independence of the private sector of higher education, both junior and senior-level institutions.
5. The finance program should help to keep the expansion of the community colleges within the bounds of public willingness to support them, and should take into account the financial health of state and local government and the competing demands upon them for money.
6. The finance program should help to prevent wasteful duplication among institutions and among the levels of vocational schools, liberal arts colleges, universities, specialized technical schools.
7. The finance program should encourage the various colleges to operate their own programs efficiently.
8. The finance program should provide equity to the students of the colleges. "The Serrano decision declared that education is a responsibility of the state, and that the amount spent on education should not depend upon the financial ability of a locality, but only upon that of the state as a whole."
9. The finance program should provide equity to the taxpayers who support it.

Similarly, Martorana and Wattenbarger (1978) suggest seven criteria for evaluating existing and new proposals for state financial plans for community colleges:

1. The state financing plan must be consistent with the characteristic educational and philosophic goals of community colleges: (a) open access, (b) comprehensive programs, and (c) local voice in governance to assure responsiveness to local area needs.
2. The plan must reserve to the administration of the college, including the body responsible for the local voice in governance, the authority and duty to set academic policy for the institution.
3. It should provide objectivity in determining the magnitude (or weight) of value to be assigned the factors used in the financial plan, including the availability, reliability, and validity of data for evaluating support formulas.
4. It should assure the protection of a minimum foundation level of quality of programs and services provided.
5. It should not preempt the policy prerogatives of local authority to administer the budget once approved; flexibility in administration and management; and use of the fiscal support provided for the colleges.
6. It should provide equity among local tax jurisdictions sponsoring and supporting community colleges.
7. The plan should include accountability to the supporting agencies and the public at large.

The members of the Financial Policy Committee of the New Jersey Council of County Colleges presented seven objectives as guidelines in establishing a functional state financing plan for New Jersey community colleges. They include the following:

1. A funding mechanism must be based on sound accounting principles designed to fund legitimate costs associated with the activity being supported.
2. A funding mechanism must reduce competition for students among sectors of higher education by providing resources consistent with the mission of the sector. Similarly, tuition and fees must be related to the nature of the institutions.

3. A funding mechanism must recognize differing costs of instruction among and within institutions if quality, high technology career programs are to be sustained in a regionalized system which provides opportunity to all students of the state and furthers its economic life.
4. A funding mechanism must be responsive to the economic realities of inflation, protecting the public's investment in organizations, plant and equipment.
5. The funding mechanism must have a clearly recognized integrity by utilizing national accounting standards which provide uniformity, comparability and accountability.
6. The funding mechanism must be reasonably flexible so as to meet new demands for service, legislative requirements and board mandates.
7. The funding mechanism should be reasonably automatic and regular in its operation allowing institutions and support agencies to plan rationally without being annually dependent on legislative intervention.

It is apparent from a review of the principles and objectives presented by these various sources that common themes emerge. It is possible to incorporate these objectives into a common set of criteria on which existing approaches and alternative proposals for financial support to community colleges can be evaluated.

First, a state financing plan for the community colleges must promote open access—a major aspect of their mission tp provide the opportunity for all persons, of whatever age and social condition, to be admitted if they are capable of benefiting from the courses and programs offered. This open enrollment policy is widely accepted as a cornerstone of the community college mission and necessitates that the funding method support the colleges' accessibility to the socioeconomically and educationally disadvantaged through low tuition and flexible entrance requirements.

Second, there is general agreement that the community colleges should provide comprehensive programs, courses, and services—especially those not provided or provided insufficiently by four-year institutions. The state funding plan should seek to support, in spite of differing costs, a broad range of programs for adult students of all ages, including transfer and general education, vocational technical career programs, remedial and developmental courses, continuing and adult education, and other cultural and community services. However, the plan should also protect the quality of programs with consideration to several generally recognized measures of academic quality, including faculty/student ratios, teaching load, library acquisitions, financial aid, counseling services, and instructional-faculty development.

Third, the financial plan should respond to economic realities by taking into account the financial health of state and county government and the competing demands upon them for money, while at the same time protecting the public's investment in institutions, physical plants and costly equipment. As inflation and mandated costs rise for all state and county agencies, competition for the limited revenues of state and county treasuries is likely to increase.

Fourth, funding mechanisms should respond to local area needs which have been traditionally assumed by local governance of the community colleges. In New Jersey, the seventeen public community colleges have always been co-sponsored by county governments as evidenced by their generous financial support and strong local governance.

The fifth criterion to evaluate the funding method concerns reducing competition for students among the private and public sectors of higher education though providing support consistent with the differentiated mission of each sector. It is in the financial interests of the State to see to it that not only other public, but also private institutions remain viable and committed to the distinctive missions that they serve.

Sixth, the financial plan should provide equity and equalization both to the students who are served and to the taxpayers who must pay. The quality and availability of the education provided at a county community college should depend not upon the wealth of the community served by the colleges but upon the wealth of the state as a whole. In a like manner, the taxpayers in one county should not have to make substantially greater property tax efforts to provide for a community college than do taxpayers in another county.

Seventh, the funding plan should encourage inter-institutional efficiency by preventing wasteful duplication among institutions and among levels of education: secondary schools, community colleges, area vocational technical schools, four-year colleges, universities, specialized technical and proprietary schools. Because education is supported substantially by public funds, the public has a right to expect the avoidance of needless duplication of costly programs and facilities. In New Jersey this issue has already received considerable attention from a planning perspective in the recent work of the 1202 Commission (1978).

The eighth criterion would protect institutional autonomy by assuming that the prerogatives of the individual colleges to set basic academic policy would not be hampered by overly standardized requirements and regulations of fiscal funding agencies (state or county).

Similarly, the ninth criterion would protect the flexibility necessary for individual institutions to take the initiative in administering their budgets and to meet demands for services while complying with state and county requirements and mandates. Broad parameters should be set so that such things as the rates of expenditures, methods of fiscal accountability and control, and similar administrative matters are institutionally determined to the extent possible.

The tenth criterion would provide for accountability in implementing the finance plan. Data used to determine a funding formula must not only be uniform and comparable, but also objective, available, reliable, and valid. Reasonable and adequate levels of accountability can be attained through sound cost accounting procedures that fairly reflect costs associated with the activity being supported without imposing additional bureaucratic and cumbersome operating procedures. On the other hand, funding mechanisms should also be reasonably regular and automatic in their operation, thereby allowing both institutions and support agencies to plan rationally. These ten criteria can provide a basis on which to evaluate the strengths and weaknesses of both the present as well as alternative funding mechanisms within New Jersey and elsewhere. While all ten criteria may be desirable, their practical attainment may at times be conflicting. Nonetheless, they may be useful indicators upon which to assess the degree to which the various funding mechanisms for financing community colleges adhere to or depart from the directions indicated in these criteria.

Methods of Financing Community Colleges

Financial support for community colleges has usually come from some combination of local taxes, state taxes, federal grants, and student tuition. The dependence on these revenue sources by different levels of government has been fairly consistent: property taxes serving as a major source for local districts and sales and income taxes being the major revenue source at the state level.

Community colleges were largely supported by local counties or regional districts until the 1950s when state support tended to increase. Local control was assumed while local support contributed the major portion of the operating budget. Increased state interest in the planning and development of public community colleges has tended to result in increased state funding and, with it, increased state coordination and control. Also, the motivation to obtain additional funds from student tuition and fees has persisted more recently, as escalating costs and inflation have impacted on operating budgets, with the result that tuition charges have risen steadily in almost every state.

Based on a national study on the mission of the nation's community colleges and the manner and degree in which they are financed, Wattenbarger and Starnes (1976) concluded that the financial support patterns of the states often do not provide adequate funds or allocate resources in a proper fashion to enable the goals of the community college system to be implemented. One of the problems that these investigators identified concerns those states which support community colleges by means of a combination of state and local funds. For the colleges, there is often a necessity to stretch generally inadequate operating budgets, such that the institution program delivery system is hampered in accomplishing the institution comprehensive mission.

Another problem that Wattenbarger and Starnes identified is that the formulas used to distribute state funds are usually based upon student credit hours. The courses for credit make up only part of the community college program. States tend to provide funds on a flat per-student basis or on a per-student credit-hour basis even though the research literature has well documented that some courses are twice as expensive as others. The institutions are thereby encouraged to offer the least expensive courses.

Moreover, some states provide support primarily for full-time (day) students, whereby part-time students end up contributing less in the way of revenue from the state. In many states, student service support is often computed on a full-time equivalent (FTE) basis, even though many part-time students require a similar service.

The fifty states vary greatly in the methods by which they provide fiscal support to public community colleges. Moreover, there are various ways to categorize these methods used to finance public community colleges based on the degree and nature of state support for the educational services and functions of the colleges. Two major taxonomies have been proposed by authors knowledgeable of the various funding practices in the states.

The Garms Taxonomy

Walter Garms (1977) has broadly categorized patterns of community college financial support into three groups: 1) market economy models, 2) planned economy models, and 3) mixed models.

Market Economy Model

There are three variations of the market economy model of financial support for higher education. The completely private system represents the market economy in its purest sense in that all institutions are viewed as private and are neither controlled nor subsidized in any way by the government. A variation on this system is the private system with government grants to students in the form of vouchers, which overcome some of the inequity in student's ability to pay. A third variation of the model consists of some public support to private institutions, such as the Bundy aid formula in New York, where the State gives dollar amounts to the private colleges based on the number and type of degrees granted.

With the possible exception of the third variation, the market economy model tends to prevent wasteful duplication and promotes efficiency. The forces of the marketplace are presumed to control proliferation and inefficiency of operation. The proprietary sector characterizes this approach in providing vocational jobs, and it should be noted that such schools are surviving in spite of competition from publicly subsidized community colleges and vocational technical schools.

Planned Economy Model

In this kind of finance system there is no local financial contribution and the administration of each institution is responsible to a central state board. Goals for the system are decided centrally, and individual institutions have little autonomy in deciding how many students they enroll and what courses and programs they provide. A detailed budget for each institution is approved centrally with little flexibility in movement of funds between line items. There is little opportunity for local input in shaping the institution to respond to local needs. In short, the goals of serving the needs of the State and the elimination of wasteful duplication are achieved, but often at the expense of reduction of consumer choice and inefficiency.

There are two variations of the model, complete centralized financing and control which is the purest form of the planned economy model, and state financing with some decentralized control, which permits individual institutions some voice in the way in which they spend their money.

The completely centralized system tends to provide equity to students and taxpayers, to keep monetary demand within bounds, and to prevent wasteful duplication. It does so at the expense of being less responsive to local needs, of ignoring other sectors, and of having inadequate mechanisms for promoting efficient budgeting within the institutions.

On the other hand, state financing with some decentralized control fosters some flexibility through formula budgeting, whereby state money is allocated on the basis of formulas that relate to the needs of the institution, thus lessening the need for centralized state control of budgeting. However, this approach has problems with the difficulty of classifying FTEs by program and in determining the most appropriate number of cost categories. The fewer the number of cost categories, the more likely it is that certain courses or programs will be badly overfunded. However, if the number of cost classifications is expanded greatly, the problem of correct classification is multiplied, and the difficulty and cost of program cost studies increase. Garms (1977) maintains that, in general, the formula budgeting method using program cost classifications tends to be a better budgeting approach.

Mixed Models

The market economy model and the planned economy model represent opposite extremes. Garms has found a third type of model representing a kind of middle ground between the two extremes which is characterized by a financial and control partnership between the State and local (county) government. The basis for the State/local partnership is to enhance the influence of the local community in the determination of the programs so that these can meet local needs as decided by that community. Garms identifies four mixed models which are distinguished from one another by the manner in which the amounts of state and local shared funding is determined.

The percentage matching approach, used in several states, permits colleges to control their own budgets in response to local need and distribute the cost among state funds, local taxation, and tuition. However, most states, including New Jersey, have been forced to set a maximum on the State's share of the costs, driving up the percentage of local contribution. While this approach provides an incentive for the colleges to operate efficiently, it does little to encourage equity to students and to taxpayers.

Under the flat grant system the State gives each community college a grant based on a set number of dollars per FTE student, and the balance of its budget is obtained through local taxation and tuition. As has happened in New Jersey in recent years, with only one flat grant rate, colleges tend to offer lower cost courses or restrict enrollment in high cost programs. If there are a number of rates, they will tend to concentrate on those whose rates are higher than costs warrant. If the State frequently updates the cost factors to circumvent such tendencies, a statewide cost accounting system must be established.

The foundation program approach, used extensively in elementary and secondary education, emphasizes an equalization of the differences in a county or region's fiscal ability to support its community college. Essentially, the State sets a certain number of dollars per student as representing the foundation necessary to adequately support the college programs and also specifies the local tax effort and tuition rate. While this approach theoretically has the greatest potential for equalization, this is rarely the case. Often pressures of other demands on the state treasury set the foundation unrealistically low, which results in the larger and wealthier institutions being able to raise more money from the required tax rate and tuition than the smaller and poorer colleges.

The power equalizing model allows the local entities to determine how much effort they wish to put into education while still not allowing differences in local taxable wealth to influence the amount spent. Each county or district proceeds to raise money by levying a tax rate dependent only upon the amount of money per student it wishes to raise. Because it encourages local institutions to develop their own programs, this method does little to prevent wasteful duplication.

Garms also proposes a hypothetical modified power equalizing system for states that choose to have a State-local financial partnership. In such an approach, tuition would be charged and a program of student grants established, which provides equity to the student and to the taxpayer.

The major conclusion which seems to emerge from the Garms models is that the specific method of financial support of community colleges can be expected to have a major influence on college programs and administrative efficiency. Some of the financial support models, such as the private economy model with grants to students, prevent wasteful duplication and foster efficient college administration quite well. Other approaches, such as most of the mixed economy models, do little to encourage efficiency either across the sector or within the colleges. Others, such as the planned economy-centralized control model, controls wasteful duplication but does little to encourage intra-institutional efficiency.

The Wattenbarger and Starnes Taxonomy

A somewhat similar taxonomy of support patterns to community colleges among the various states has been developed by Wattenbarger and Starnes (1976). These authors have taken a more inductive approach by examining the evolution of the funding allocation patterns in different states according to their educational requirements and community college programs. They have identified similarities in funding allocation patterns which fit four general models: 1) negotiated budget; 2) unit rate formula; 3) minimum foundation; and 4) ability of the county or district since the rate amount for the grant is uniform statewide.

The major advantage of this method is local control of budget decisions and of major expenditures. On the other hand, it neither relates directly to an institution's responsiveness to local community needs nor provides provisions for accountability since funding is not related directly to expenditures or costs. Moreover, the unit rate, per se, does not provide for equalization, although as the percentage of state support increases while local support decreases, the level of equalization will tend to increase.

The remaining two models, minimum foundation funding and cost-based program funding, are extensions of unit rate formulas. Minimum foundation funding represents an advance in guaranteeing an acceptable level of support for improving equalization where both state and local taxes are used as funding sources. Cost-based program funding represents a refinement in the direction of funding based on actual costs for operations.

Minimum Foundation Funding

Minimum foundation funding, also termed equalization funding, refers to a state-guaranteed minimum level of support per student when both state and local funds are combined. The state allocation is computed at a variable rate dependent upon the amount of local tax funding available, at a prescribed minimum millage levy. Local funding depends on the value of taxable property and state support varies inversely with local property value because the state makes up the difference between the amount of local support and the established minimum standard.

A major disadvantage of this method for financing colleges is that only when student tuition and fees and assessment of property valuation are uniform statewide will equalization be realized. Although this model does provide for a high level of local control, it does not provide incentives for improving quality of programs because the outputs are not related directly to the costs of programs and services.

Cost-Based Program Funding

Cost-based program funding refers to the allocation of state funds on the basis of analyses of actual program costs. The most common differentiation in funding for institutional programs is made between academic transfer programs and more costly occupational/technical programs. Cost studies at either the state level and/or the local level may be an integral part of the funding process or a required separate activity.

Cost-based program funding has much potential for promoting equalization when costs are accurately assessed on a statewide basis and are fully funded. Accountability is also inherent in this approach when cost analyses are an integral part of the process. Although individual institutions have an incentive to keep their costs at or below average, there is a risk that funding based on statewide average costs may discourage efficiency over time because lower costs result in lower funding levels. Moreover, the cost-based method may also encourage increased state controls unless adequate institutional and local controls in policy decisions are guaranteed.

Summary

The Wattenbarger and Starnes taxonomy seems to provide a useful method of assessing the strengths and weaknesses of the various state funding patterns. In light of the criteria for mission-directed financing developed earlier in this report, the extent to which each of the financing patterns tends to support each of the criteria can be summarized.

Minimum foundation and cost-based funding are clearly seen to more strongly support student access, comprehensive programs, and assurance of local governance. The unit rate formula also provides the greatest policy prerogatives to local authorities, while negotiated budgeting restricts local policy prerogatives most.

While the unit rate formula provides the greatest administrative budget flexibility, it provides the least equalization because it does not respond to local (county) differences in taxable wealth. On the other hand, the full state supported negotiated budget offers the greatest support for providing equalization, but provides the least administrative flexibility. Moreover, while negotiated budgeting and cost-based funding offer the greatest potential for accountability at the state level, cost-based funding also provides moderate accountability and efficiency at the local level.

Therefore, the cost-based approach seems to be the most advantageous method of state funding, followed closely by unit-rate and minimum foundation methods. Negotiated budgeting under a plan of full state support seems to be the weakest approach in terms of the criteria described above.

Recent Legislative Trends

Martorana, Wattenbarger and Smutz (1978) recently noted that the amount of state appropriations to community colleges over the last five years increased in absolute dollars in most states each year. Nevertheless, the trend over the period has been for the average percentage growth rate in appropriations to decrease. This decrease in the average percentage growth rate may not only mean that community college systems are not expanding but also that they may be hard pressed to maintain current services since increased costs caused by inflation are large in all states.

In addition to slower appropriation growth rates, state legislators have attempted to limit growth and reduce costs by restricting program expansion and have begun to focus on the best method by which to fund community colleges. These concerns have centered on increasing efficiency and effectiveness as well as greater state level control.

During the past five years four state legislatures (South Carolina, Michigan, Arkansas, Nebraska) took action to acquire better knowledge about the expenditures. This included establishing procedures for collecting expenditure and personnel data and resource allocations as

77 well as uniform data systems necessary to provide multiple year budget and program planning information consistent with legislative needs. These measures were clearly directed to enable legislatures to make appropriate institutional comparisons and gain a greater understanding of higher education finance.

Six other states (Tennessee, North Dakota, Maryland, Connecticut, Minnesota, Massachusetts) during the five year period exerted greater state authority over institutional budgets. However, in 1977 several states required a closer watch between appropriations and enrollments, while still others have been concerned with more efficient use of resources and the avoidance of resource and program duplication.

There is some evidence to suggest that most recently the nature of legislation affecting higher education generally and community colleges in particular is being directed increasingly toward state level control and decreasing funds available, and away from increasing institutional flexibility and providing alternative methods of increasing funds. Martorana and Nespoli (1977) reported that in 1976 the number of financial bills providing more institutional flexibility outnumbered those providing increased state level control seventeen to six and those providing more funds outnumbered the flexibility bills eighteen to fourteen and the proposals providing more funds outnumbered those decreasing funds only eleven to ten. While this does not identify a clear trend, it does perhaps indicate a shift in state legislative sentiment.

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APPENDIX G

Information Summary: Boards of Trustees

INFORMATION SUMMARY: BOARDS OF TRUSTEES

Introduction

There has been a substantial amount of research on college trustee boards resulting in a body of information regarding trustee selection process, board composition, board responsibilities, board decision making processes, the business of governing boards, internal and external relationships, and trustee orientation and in-service training. Much of the research and literature is concerned with college trustees in general, but there are several good studies specifically related to trustees of public two-year colleges.

The History of Trusteeship

Morton Rauh's study of college trusteeship offers a very succinct overview of the trustee role in American higher education. The origin of trusteeship, or the trust of the institution to a panel of "lay" persons, was at Harvard. The institution's founding clergy gradually transferred control of the institution to a group of prominent merchants. The pattern was soon repeated at several other colonial colleges, including Yale, William & Mary, Princeton, and Dartmouth.

One of the earliest tests of the concept of trusteeship was provided at Dartmouth College. In the early 1800s the state of New Hampshire attempted to take control of Dartmouth's educational program. The United States Supreme Court ruled that the trustees were the college and as such were beyond control of the state.

Writers such as John Nason speak of modern trusteeship in terms of changes in trustee authority. Higher education, in general, passed through a period of serenity and high prestige after the Morill Act (1862) through World War II. The college trustee exercised "in despotic fashion" final authority for all aspects of institutional operation. According to Nason, this consisted almost wholly of control over property and fiscal matters "and to hiring and firing of their agent, the president." The president exercised control over the day-to-day affairs of the college and, with the faculty, was the major voice in decisions about curriculum.

Through this period there were many undercurrents of change, such as growth of community services. With the end of World War II, these undercurrents became integral components of the changes in higher education. These changes in turn brought many new actors into the operation of colleges, all of them demanding recognition and causing erosion of trustee authority. In rapid fashion, the 1960s brought demands for democracy on campus and the 1970s, declining enrollments, spiraling costs, and demands for accountability.

The Role and Responsibility of the Trustee

General

The single most researched issue about trustees is their role. An almost endless bibliography of books, surveys, journals, periodicals, and pamphlets could be compiled, each of them claiming to explain what trustees do and how they function.

The trustee is the governor of the college. Final authority for the college—its mission, programs, and actions—is to be held in the hands of the trustees. This control, notes Rauh, is traditionally "vested in individuals who are not professional educators," but must be as qualified as educators "to judge the educational outcomes of the total institutional effort." Tradition and legal restrictions, however, do not permit the trustees to actually operate the institution. John Nason explains this as a dichotomy between policy and administration. Establishing policy and governing the college, he says, are responsibilities of the trustees, but policy execution and educational leadership are the responsibility of the administrative staff. This thought is captured in the 1956 speech by Charles Coolidge who said, "In short, (the trustee) should see that the university is well run by someone else and not to do it (himself)." An assignment to govern a college is very difficult to translate into specific duties and responsibilities. College charters and state laws often charge the trustees with nothing more than "establishing and maintaining a college for the education of youth." More typical of the charge to trustee boards is this statement in the Ohio General Code providing that the trustees of the Ohio State University "shall elect and fix the compensation and remove the president and such numbers of professors, teachers, and other employees as may be deemed necessary. The Board shall fix and regulate the course of instruction and prescribe the extent and character of experiments to be made at the University."

This statement is typically vague. Its lack of specificity is defended by those who say that colleges should have autonomy and the law is establishing the freedom of the trustees to act in any way they see fit. At the same time such ambiguous statements are the source of many problems, since trustees are often unaware of how to establish and maintain a college. S. L. Zwingle and William Mayville say that lack of clarity about the role is the major problem facing trustee boards.

Despite the vagueness of the law, there is a generally agreed upon set of roles and responsibilities attributable to trustee boards. Two of the more inclusive summaries have been developed by Mary Lou Zoglin and Morton Rauh. The following listing of responsibilities was compiled from their summaries:

- Hold the legal document of origin
- Establish the goals and purpose of the institution
- Seek planned development
- Provide for the financing of the college
- Select and determine the tenure of the chief executive
- Provide for the selection of other faculty and staff as needed
- Hold all assets in trust
- Act as a court of last resort
- Act as both a bridge and a buffer between "town and government"

Surveys of trustees show that they are most interested in policy and financial matters, but that they view their main function as selecting a president.

The only major study on the role of trustees in policy and planning identified by the Commission staff is a 1976 Ph.D. dissertation by Lila Engdahl (University of Colorado). Engdahl studied the role of public community college trustees in the planning process to determine the ideal role for trustees in that process. She concluded that trustees were involved in planning, and those plans were oriented to the near future and were almost wholly based on the budget cycle. Engdahl recommended that trustees should be used more efficiently since they were already involved in the planning process and were aware of the constraints and challenges confronting community colleges and higher education.

There are numerous other important works concerning the role and responsibilities of trustees, including those of Joseph Cosand and John Corson, Harold Hodskinson, the Carnegie Commission, Louis Heilbron, Clark Kerr, S. V. Martorana, Kenneth Mortimer, and Francis Pray. Each adds an important dimension to the trustee question.

The Trustee Board Chairperson

The leader of the trustees is the board chairperson, yet the role of this individual is often glossed over in commentaries about trustees. This is a special job, with a very important set of responsibilities.

The jobs of the chairperson include instructing new trustees, leading the board discussions, supervising the ethics and conduct of the board membership, counseling the president on board concerns, advising the trustees of administration views, speaking in behalf of the board, and lobbying for the college. To successfully fulfill these roles the chairperson should have the full confidence of the president, the trustees, and the community.

The ideal board chairperson possesses free time, energy, wisdom, intelligence, tact, and a true devotion to the institution. Most important, the board chairperson must be endowed with the judgment to be a distinguished individual and leader of the college policy-making apparatus without usurping the educational leadership role of the president. Gerald Burns, John Nason, and Louis Heilbron provide good descriptions of the role of the board chairperson.

Trustee Orientation

Included in most recent works devoted to college trusteeship are discussions about orientation and training of trustees. Often such discussions are nothing more than a statement about the need for a program, and rarely are the specifics of an orientation program delineated.

As is the case with any kind of training program there are many questions to be answered: Who should operate and participate in the programs; what are the topics to be discussed; how should materials be presented; should attendance be required? A carefully considered program for trustees is considered by many to be paramount in importance. College trustees at both public and private institutions want and need instruction to help them better cope with the atmosphere of rapid change. (Among the problems cited by Nason are a continually less clear mission; declining or stable enrollments and the impact on enrollment driven funding in a time of inflation; shrinking endowments; decreased government support and increasing government regulation; public cynicism; and collective bargaining.) At the same time trustees are usually community leaders with many other demands on their free time. As noted by Kenneth Mortimer, they appreciate and even welcome thoughtful and timely advice, but abhor wasting time.

The public community college trustee must confront all of the issues and problems plaguing the higher education community in the context of what Robert Fredrick, Jr. calls the "unique nature of the educational mission of the community college. . ." The problem is further complicated since most community college trustees have never attended a two-year institution.

The classic dichotomy in higher education is between teaching and research. In the community college there is no research, but the teaching mission is a broad and comprehensive one encompassing areas such as remedial and developmental education, occupational education, life-long learning, non-traditional students, general education, intensive counseling and other functions that are not part of the mission of many four-year colleges. The uniqueness of the community college mission is lost on those who do not understand these roles.

To futher explain the need for trustee orientation, Nason cites the results of a survey conducted by the Research Triangle Institute (RTI) which show that both trustees and college presidents believe that "lack of experience" among trustees and "lack of understanding as to how a board should function" were the two greatest obstacles to board effectiveness.

How should an orientation program be organized? The thirteen New Jersey community colleges that offer programs use one of three methods: a visit with the president or board chairperson, distribution of literature, or both. Many suggestions are available about the types of programs to be offered—usually a balance between materials devoted to national higher education trends and colleges trusteeship in general, and problems at the local level—but there is general disagreement about who should be involved. The major controversy in this area is the role of the president. This issue was a significant portion of a study made by Robert Fredrick, Jr.

It is argued that the president is already the executive officer of the institution and should have no additional opportunity to influence the body that promulgates policy. Because of the president's prestige, knowledge, and access to information, the influence on the trustees would be total. Fredrick, for example, showed that when trustees and presidents disagreed, the trustees most often decided to acquiesce in the face of superior knowledge.

The reasons for including presidents are the same as those for excluding them. Simply, it is important to have the expertise and knowledge of the president as an integral element of trustee instruction.

The trustees in Fredrick's study also believed that they needed information on two levels. First, and most important, is a specific treatment of local institutional problems complemented by a general acquaintance with issues confronting other two-year colleges and all of American higher education. Among the suggested ways for conducting orientation programs were ideas for abstracting pertinent materials and organizing statewide meetings with other trustees. Trustees surveyed by the Commission also believed that their peers were among the most important source of guidance.

In summary, trustees and presidents alike believe that there is a need for comprehensive orientation programs. The scope and content of those programs is open to debate, but there is some consensus for discussions of national and local issues.

Board Selection Processes

The trustee appointment process at community colleges was the subject of a 1978 study conducted by the Los Rios Community College District (Sacramento, California). The survey presented data about the jurisdiction and appointment process of community college trustees in 46 of the 50 states and Puerto Rico. The results indicate that in 17 states, trustees are elected; they are appointed in another 29 states; and in one there is a mixed appointment/election process. More specifically, trustee selection is as follows:

Elected—17

Appointed (state)—22

Appointed (district government)—4

Appointed (mixed state/local)—3

Mixed appointed/elected—1

Unavailable—4

The question arising from the Los Rios study is, inevitably, which method works best. There is no dearth of literature on this subject, but one recent article is among the more noteworthy attempts to discuss the subject. In 1976 Jeanne M. Goddard and Charles H. Polk wrote a piece for the America Association of Governing Boards of Colleges and Universities Report that compared appointment and election within the context of personal politics. Goddard and Polk concluded that there was no "best" method for selecting trustees, since both election and appointment have costs and benefits.

In 1976 James G. Paltridge and his associates conducted a study of trustee board decision patterns. Specifically, Paltridge wanted to test for correlation between method of appointment and the types of issues that were considered by the board. He found no such relationship, but he did find that method of appointment was related to how decisions are made. The other aspect of the article is the cost and benefits to the selectors (the voters or the appointors), and to the trustees. Those costs and benefits balance on two different sets of issues: "the seeking vs. sought dichotomy" (the personal and political cost of seeking as opposed to being sought for trusteeship), balanced off against the "altruistic vs. self-gaining polarity" (the desire to serve the community while achieving some heightened prestige).

The article also covers the nuts and bolts political aspects of appointment and election. In the appointment process, for example, there are problems of alienating constituents and paying political debts, to be balanced against finding the best trustee and giving that trustee the necessary independence. The election process is more democratic and the trustee is accountable to the community, but elective politics are criticized because voters are cynical and qualifications of the individual are often masked behind personality.

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Diversity of Membership

Of all the criticisms leveled at trustee boards by student activists in the late 1960s, the most prevalent one was that trustees were, as a group, not demographically representative of the community. Many boards were, in fact, populated by white, middle-aged, fairly wealthy, corporate executive males who served long terms. (For a complete analysis of trustee boards see the 1968 study of board composition by Rodney Hartnett). Recent studies by the Association of Governing Boards of Colleges and Universities (1976) and Research Triangle Institute (1973), indicate that board composition is changing, but change is slow.

Rauh argues that "the proposition that diversity improves board effectiveness is an assumption for which we lack evidence." In discussing diversity, Mary Lou Zoglin cites research by D. George Counts which shows that there is little relationship between social status and role performance of board members, and that "educational progressivism" is not related to political or other philosophy but to the person's amount of education. By far the most important factor in trustee attitude and function is not social orientation but the personality of his or her fellow board members.

Despite this evidence, Zoglin concludes that it is best to diversify board membership. The assurance that many interests are represented is a symbolic gesture of good faith, and helps eliminate the notion that trustee boards are "one class, status biased."

Nason argues that diversity must address chronology as well as demography. The aura of a cozy fraternity of septuagenarians operating "their" college for twenty or more years may assure continuity but is not flexible or receptive to change. He argues for mandatory retirement and limits on consecutive terms of trustees.

Others would contend that such restrictions are arbitrary and artificial and do not necessarily ensure a better board. Furthermore, these constraints disrupt the flow of board activity, and sacrifice the acquired skills and expertise accrued by continuity.

Nason rebuts that certain sacrifices must be made in the interests of flexibility and the assurance of a fresh flow of ideas.

Representational Role

While diversity is widely recognized as important by many observers of trustee boards, representation of constituencies is soundly rejected.

The Carnegie Commission says that there should be no representation of any constituency on any board. Trusteeship, says Zoglin, is the trust of the community and not pressure groups. Carnegie adds that the idea is insulation from pressure and not representation of it.

This poses a dilemma—how to ensure that boards are demographically balanced without slighting any worthy interests while achieving in the minds of the community and the trustees a sense of community responsibility. Quotas or standards, minimum requirements, and broad criteria have all been suggested as ways to reach this objective. It is clear that women and minorities are underrepresented in terms of numbers and power. The most recent conclusions by affirmative action advocates is that mere lip service has been given to affirmative action and that it is time to set goals and requirements. The New Jersey Board of Higher Education has set certain minimums for state college trustees.

Others argue that minimums do not allow those who appoint trustees any discretion to draw on the best talent. Furthermore, it is claimed that minimums or quotas actually limit the appointment of minorities and women, and that those who are appointed are actually relegated to token status.

APPENDIX H

Information Summary: Characteristics of New Jersey Community Colleges

INFORMATION SUMMARY:
CHARACTERISTICS OF NEW JERSEY COMMUNITY COLLEGES

The following information about the county colleges has been gathered from several sources, among them the Higher Education General Information Survey (HEGIS), several offices within the Department of Higher Education, and the Department of Education.

Table 1 presents 1978 student body characteristics across the county college system by institution. Included are total enrollments, minority enrollments, age, and information on freshman acceptance and retention.

Table 2 is a breakdown of total 1978 enrollment data according to full and part-time status and residency.

Table 3 presents total county college minority enrollments for 1972, 1974, 1976, and 1978.

Table 4 includes data on the award of associate degrees by major field within ethnic groups.

Table 5 shows degrees awarded, by major field, by institution.

Table 6 shows county, out-of-county, and out-of-state tuition rates for 1978-79.

Table 7 shows the availability (according to data supplied by the individual colleges) of conditions which could promote access: day care facilities; public transportation; and location. It also presents the accreditation status of the colleges.

TABLE 1

Vital Facts and Figures about New Jersey Community Colleges

	ATLANTIC	BERGEN	BROOKDALE	BURLINGTON	CAMDEN	CUMBERLAND	ESSEX	GLOUCESTER	HUDSON	MERCER	MIDDLESEX	MORRIS	OCEAN	PASSAIC	SALEM	SOMERSET	UNION	UCTI	AVERAGE (to nearest tenth)
STUDENT PROFILE (Fall 1978)																			
Total Student Body (NJ HEGIS 205)	4,016	10,268	9,331	6,151	7,466	1,966	6,503	2,648	1,223	7,564	10,894	10,368	5,317	1,994	1,068	4,146	5,346	2,453	5,485
Percent Black* (HEW 2300—2.3)	17.7	3.0	5.6	12.3	15.3	13.9	70.1	9.6	26.4	16.7	2.0	1.9	1.6	38.7	†	6.7	9.0	10.4‡	15.4
Percent Hispanic* (HEW 2300—2.3)	3.2	2.0	1.4	1.9	2.7	7.9	10.4	0.4	31.8	2.4	1.7	1.3	1.0	26.0	†	1.3	4.6	4.8‡	6.3
Percent Female (NJ HEGIS 205)	59.9	59.2	54.7	55.1	57.9	60.5	61.0	57.5	62.3	48.7	56.2	55.7	52.8	62.9	55.5	58.3	54.7	42.4	56.1
Percent Male (NJ HEGIS 205)	40.1	40.8	45.3	44.9	42.1	39.5	39.0	42.5	37.7	51.3	43.8	44.3	47.2	37.1	44.5	41.7	45.3	57.6	43.9
Percent Part-Time (NJ HEGIS 205)	60.7	64.2	68.9	74.5	58.3	51.8	43.9	59.4	54.9	63.2	59.5	59.3	55.9	39.2	37.5	65.0	57.1	42.3	59.6
Percent in Age:* (NJ HEGIS 304)																			
20 and under	27.7	39.4	32.5	23.7	31.3	33.4	23.7	44.9	25.0	29.4	†	31.4	37.4	25.1	26.6	28.5	40.2	40.9	31.8
21-24	20.1	19.9	17.7	15.9	20.9	21.2	20.9	13.5	25.0	17.6	†	22.8	14.5	22.2	23.3	10.5	24.7	21.8	19.8
25-34	29.2	22.9	24.5	25.3	28.5	28.0	34.9	23.7	15.1	22.4	†	25.2	24.8	33.1	16.2	9.5	18.5	14.6	23.4
35-54	17.5	15.5	18.9	20.1	14.3	14.5	14.2	12.8	16.3	11.6	†	18.5	18.9	18.0	27.2	4.5	14.4	11.3	15.8
Over 54	3.8	1.6	2.6	1.7	2.2	1.7	1.4	1.0	2.2	1.2	†	2.1	4.3	1.7	0.7	1.4	2.4	2.5	2.0
Fresh. Class Enrollm't (NJ HEGIS 205)	693	2,041	2,089	2,924	3,024	764	2,540	1,245	616	2,341	4,374	4,245	1,158	688	686	712	1,359	1,047	1,808
Percent Return'g After Fresh. Year (F-T)* (NJ HEGIS 301)	79.8	48.4	31.2	91.6	†	75.6	71.3	57.0	†	50.1	63.2	†	76.1	41.4	†	68.2	†	59.4	62.6
Institutional Acceptance Rate (NJ HEGIS 101)	100.0	76.1	100.0	100.0	100.0	100.0	100.0	87.6	100.0	76.3	85.7	97.1	100.0	100.0	100.0	78.1	83.3	76.6	97.3
F-T Equiv. Students (FY 1977-78) (DHE, Office of Community College Programs)	3,246	7,074	6,332	4,096	4,988	1,489	6,221	1,930	761	4,891	7,474	6,073	3,676	1,269	814	2,394	4,340	1,858	3,829

*Data reported but not verified. †Data not reported. ‡Full-Time only. Note: Age information for many of the institutions is incomplete because students have not reported it.

TABLE 2

New Jersey Community College Enrollments by Geographic Origin (Fall 1978)

COLLEGE	IN-COUNTY			OUT-OF-COUNTY			OUT-OF-STATE			OTHER		TOTAL		GRAND TOTAL	IN-COUNTY AS PERCENT OF TOTAL
	FT	PT	TOTAL	FT	PT	TOTAL	FT	PT	TOTAL	FT	PT	FT	PT		
ATLANTIC	1,296	1,912	3,208	280	526	806	0	1	0	1	0	1,577	2,439	4,016	79.9
BERGEN	3,252	6,171	9,423	420	390	810	0	8	8	4	23	3,676	6,392	10,268	91.8
BROOKDALE	2,780	6,226	8,985	141	134	275	9	0	9	58	3	2,919	6,411	9,331	96.6
BURLINGTON	1,549	4,513	6,062	21	54	75	0	14	14	0	0	1,570	4,581	6,151	98.6
CAMDEN	2,726	3,923	6,649	335	410	745	10	7	17	37	18	3,108	4,358	7,466	89.1
CUMBERLAND	863	943	1,806	83	76	159	1	0	1	0	0	947	1,019	1,966	91.9
ESSEX	3,363	2,636	5,999	280	218	498	0	0	0	4	2	3,647	2,856	6,503	92.2
GLOUCESTER	983	1,455	2,438	92	118	210	0	0	0	0	0	1,075	1,573	2,648	92.1
HUDSON	542	664	1,206	1	7	8	0	1	1	8	0	511	672	1,223	98.6
MERCER	*	*	*	*	*	*	*	*	*	*	*	2,798	4,766	7,564	*
MIDDLESEX	4,074	*	*	315	*	*	*	*	*	23	*	4,412	6,482	10,894	*
MORRIS	3,025	4,827	7,852	1,190	1,309	2,499	5	12	17	0	0	4,220	6,148	10,368	75.7
OCEAN	2,296	2,904	5,200	47	67	114	0	0	0	3	0	2,346	2,971	5,317	97.8
PASSAIC	1,184	741	1,925	27	39	66	2	1	3	0	0	1,213	781	1,994	96.5
SALEM	588	389	977	67	10	77	12	2	14	0	0	667	401	1,068	91.5
SOMERSET	1,087	1,969	3,056	361	725	1,086	3	1	4	0	0	1,451	2,695	4,146	73.7
UNION	2,047	2,803	4,850	243	249	492	3	1	4	0	0	2,293	3,053	5,346	90.7
UCTI	1,097	*	*	143	*	*	1	0	1	134	1,038	1,375	1,038	2,413	*

*Data not available. Source: NJ HEGIS 304

TABLE 3

Percent Distribution of Student Groups in New Jersey Community Colleges by Racial/Ethnic Group: Fall 1972, 74, 76, 78

STUDENT GROUP	FALL 1972				FALL 1974				FALL 1976				FALL 1978			
	Black	Hispanic	All Other*	Total	Black	Hispanic	All Other*	Total	Black	Hispanic	All Other*	Total	Black	Hispanic	All Other*	Total
Full-Time Freshmen	16.3	2.4	81.3	20,651	19.0	3.9	77.1	24,346	14.7	3.3	82.0	27,737	19.9	5.9	73.9	19,677
Full-Time Undergraduates	16.0	2.2	81.8	30,547	17.9	3.7	78.3	36,017	17.0	3.9	79.1	41,472	18.[illegible]	5.4	72.4	34,255
Part-Time Undergraduates	10.1	1.4	88.5	29,734	11.5	3.5	85.0	40,823	11.0	2.7	86.3	51,279	11.1	2.4	86.3	50,243

*"All Other" includes white and other non-black, non-Hispanic racial/ethnic groups. Source: DHE Research Report 78-1, **Blacks and Hispanics in NJ Higher Education.**

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TABLE 4

Associate Degree Recipients in New Jersey Community Colleges by Major Field Within Ethnic Groups: 1977-78

Data Processing Technologies	
(% of Total Degrees)	(3.1)
% of Black Total	2.7
% of Hispanic Total	6.5
% of All Other Total	3.0
Health Services Technologies	
(% of Total Degrees)	(17.4)
% of Black Total	12.3
% of Hispanic Total	16.6
% of All Other Total	17.8
Mechanical and Engineering Technologies	
(% of Total Degrees)	(6.4)
% of Black Total	4.1
% of Hispanic Total	9.5
% of All Other Total	6.6
Natural Science Technologies	
(% of Total Degrees)	(1.1)
% of Black Total	0.0
% of Hispanic Total	0.6
% of All Other Total	1.2
Business & Commerce Technologies	
(% of Total Degrees)	(21.0)
% of Black Total	23.8
% of Hispanic Total	8.1
% of All Other Total	19.6
Public Service Technologies	
(% of Total Degrees)	(6.8)
% of Black Total	11.9
% of Hispanic Total	13.0
% of All Other Total	6.3
Arts and Sciences, General	
(% of Total Degrees)	(44.2)
% of Black Total	47.4
% of Hispanic Total	39.6
% of All Other Total	44.0
Total All Associate Degrees	
(Total Degrees—100%)	(9,751)
Total for Blacks (100%)	873
Total for Hispanics (100%)	169
Total for All Other (100%)	8,709

"All Other" includes whites, non-Black/non-Hispanic minorities, non-resident aliens and unknown. Source: NCES Form 2300-2.1B.

TABLE 5

Degrees Awarded by Program and by Institution

GRADUATES (1977-78)	ATLANTIC	BERGEN	BROOKDALE	BURLINGTON	CAMDEN	CUMBERLAND	ESSEX	GLOUCESTER	HUDSON	MERCER	MIDDLESEX	MORRIS	OCEAN	PASSAIC	SALEM	SOMERSET	UNION	UCTI	TOTAL
Liberal Arts & Sciences	176	225	486	352	258	98	228	139	—	196	248	682	549	60	31	153	428	—	4,309
Bus. & Commerce Tech.	126	248	166	74	173	47	131	59	3	135	576	116	50	11	21	67	0	48	2,051
Data Processing Tech.	—	42	27	0	16	0	14	11	3	25	51	56	10	0	—	23	—	21	299
Health Serv. & Paramed.	115	271	115	13	97	57	71	98	4	118	228	158	59	37	—	59	99	99	1,698
Mechan. & Engin. Tech.	8	—	60	21	20	13	11	27	0	105	104	83	23	—	32	19	0	96	622
Natural Sciences Tech.	—	29	4	—	—	16	—	—	—	33	22	—	—	—	—	1	—	—	105
Public Service Tech.	59	151	83	20	—	35	27	78	8	68	98	—	7	12	—	12	—	7	665
Total No. of Graduates	484	966	941	482	564	266	482	412	18	680	1,327	1,095	698	120	84	334	527	271	9,751

Source: HEW Form 2300-2.1B

TABLE 6

Tuition and Required Fees in New Jersey Community Colleges 1978-79

	ATLANTIC	BERGEN	BROOKDALE	BURLINGTON	CAMDEN	CUMBERLAND	ESSEX	GLOUCESTER	HUDSON	MERCER	MIDDLESEX	MORRIS	OCEAN	PASSAIC	SALEM	SOMERSET	UNION	UCTI	HIGH	LOW
TUITION ($)																				
In County:																				
Per Year	550	500	500	500	400	500	500	475	400	480	430	450	500	500	500	420	500	500	500	400
Per Credit	18	20	18.50	17	16.50	21	21	19	15	16	16	18	17	20	20	18	20	15	—	—
Out-of-County:																				
Per Year	1,100	1,000	1,000	570	500	1,000	1,000	1,655	800	900	860	1,038	1,000	1,000	800	840	1,000	1,000	1,655	500
Per Credit	43	40	37.50	19	21	42	42	69	30	30	32	38	34	40	40	36	40	30	69	19
Out-of-State:																				
Per Year	2,200	2,000	2,000	2,040	1,560	1,700	2,000	2,358	800	1,500	1,720	1,850	2,000	2,000	1,500	1,680	1,500	1,500	2,358	800
Per Credit	86	83	56.25	68	65	71	84	98	30	50	64	62	55	80	70	72	65	60	98	30
REQ'D FEES																				
F-T Per Year	74	70	24	2.50*	44	45	40	30	10	40	36	74	63	112	40	42	75	115	10	115
P-T (Flat Rate	4	30	1.00*	2.50*	14	1.50*	14	1.00*	10	2.00*	1.00*	2	2.00*	60	30	18	3.00*	40	—	—
+ Fee Per Credit	+ 1.50																			

*Per Credit. Source: NJ HEGIS Form 104.

TABLE 7

Conditions Related to Access and Accreditation

	ATLANTIC	BERGEN	BROOKDALE	BURLINGTON	CAMDEN	CUMBERLAND	ESSEX	GLOUCESTER	HUDSON	MERCER	MIDDLESEX	MORRIS	OCEAN	PASSAIC	SALEM	SOMERSET	UNION	UCTI
FACILITIES																		
Availability of Day Care (Options for Women in NJ)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	No	No	Yes	Limited	No	No
Avail. of Public Transportation (College)	Yes	Yes	Yes	Limited	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Limited	Yes	Limited	No	No	No
City or Suburban Location (Extension or Branches)	Rural Yes	Sub. NA	Rural	Rural Yes	Both Yes	Rural	Urban	Rural	Urban	Both	Sub. Yes	Sub.	Sub.	Urban	Rural	Rural Yes	Sub. Yes	Sub. Yes
ACCREDITATION (OE HEGIS 2300-1)																		
Middle States Association	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Cand.	Yes	Yes	Yes	Yes	Cand.	Cand.	Yes	Yes	No
AMA, Council of Medical Educ.	Yes	Yes	Yes				Yes	Yes		Yes	Yes			Yes				Yes
National League for Nursing	Yes	Yes				Yes	Yes	Yes		Yes	Yes	Yes	Yes	Yes		Yes	Yes	
American Dental Association		Yes			Yes					Yes	Yes							Yes
Bureau of Medical Laboratories		Yes																
Engineer. Council for Pro. Devel.										Yes	Yes		Yes					

*Source: Office of Student Assistance.

APPENDIX I

Information Summary: Occupational Education

INFORMATION SUMMARY: OCCUPATIONAL EDUCATION

Background

In its Annual Statement for 1978, the New Jersey Economic Policy Council substantially agreed with federal forecasts of moderate real economic growth for the nation. It predicted a 4.5% increase in the gross national product and an inflation rate of 6.5%. Focusing on New Jersey, the Economy Policy Council foresaw similar expansion, and predicted "another rather dramatic fall in unemployment from 8.5% to 7%" with much of the drop resulting from "continued moderation in the growth rate of the State's Labor force," rather than a sudden increase in hiring. This lowered growth rate, combined with moderate job opportunity expansion, was expected to produce the improvement in the unemployment picture. Overall, the Economic Policy Council's report was relatively optimistic. In a separate report, the State Manpower Services Council concurred with this judgment, and observed that "New Jersey is in the midst of a strong recovery."

Examining economic indicators and the forecasts of several agencies, the Manpower Services Council noted that the signs of recovery should not obscure the fact that "a serious underutilization of human resources continues to exist in this State." They pointed out that, while the unemployment rate had dropped in the last fiscal year, it was still higher than the acceptable rate of 4.5%. The Council also examined the rates of employment for different groups (e.g., defined by age, race, sex) in the labor force, and concluded that the uneven effects of the economy so discourage the members of certain groups that they drop out of the labor force, and become part of the "hidden unemployed" not identified in the aggregate unemployment figures. The two most significant groups in this category, "non-white youth" and "non-white females," may, according to Economic Policy Council estimates, represent 55,000 individuals.

Population Characteristics and Projections

In June 1978, the New Jersey Department of Labor and Industry released interim Population Projections for 1980 to 2000. One set of projections, the Demographic-Economic Linked Model (Table 1, below) shows that the greatest rates of population growth are expected in Ocean, Cape May, Sussex, and Atlantic counties. Also expected to experience strong growth are Burlington and Gloucester counties. Population declines are expected in Bergen, Hudson, Essex, and Union counties, at least into the late 1980s. The main factor which will influence the changes will be migration rather than fertility rates, and the Demographic-Economic model attempts to consider this.

Perhaps more revealing about the possible future enrollment patterns of the county colleges is a Department of Higher Education projection to 1990 of the 18-year old population (Figure 1, below). Revisions to these projections will be based on assumptions about survival and migration rates, and will be heavily influenced by the retention and graduation rates of the lower schools.

Manpower Needs of New Jersey

The occupational employment projections developed by the New Jersey Department of Labor and Industry forecast employment demand estimates to 1985. It is important to note that the possible supply of workers in each occupational category has not been considered, thus, the following data do not necessarily indicate future employment opportunities.

TABLE 1

Interim Population Projections Based on Demographic-Economic Linked Model

County	1975 Estimate	Projections 1980	1985	1990	1995	2000
Atlantic	187,900	209,500	275,600	307,200	319,400	327,400
Bergen	879,100	850,600	855,500	878,600	884,000	904,500
Burlington	347,600	373,300	419,300	471,600	522,000	568,100
Camden	475,600	482,900	506,400	533,100	546,500	548,900
Cape May	72,300	86,200	114,900	134,900	148,800	163,600
Cumberland	132,000	138,800	149,400	159,400	166,700	172,600
Essex	881,600	825,500	795,600	785,200	796,600	805,800
Gloucester	190,900	199,900	218,100	240,200	263,900	285,200
Hudson	577,600	547,800	540,100	548,800	554,000	559,900
Hunterdon	78,500	84,000	88,900	95,500	102,400	107,700
Mercer	318,000	323,000	335,900	352,600	373,500	390,700
Middlesex	594,000	592,000	611,800	654,700	701,300	735,700
Monmouth	491,400	497,700	513,500	552,700	602,400	664,400
Morris	395,000	397,000	424,200	450,000	470,100	487,700
Ocean	293,800	360,800	425,600	483,300	524,300	557,000
Passaic	452,200	464,000	479,100	505,100	522,200	538,200
Salem	62,400	62,700	63,700	66,400	69,400	72,100
Somerset	203,700	208,300	222,500	247,400	276,400	302,500
Sussex	99,000	117,000	132,400	150,500	171,700	193,600
Union	520,500	498,100	496,700	503,200	506,400	509,500
Warren	80,000	85,000	87,300	93,900	98,700	100,100
State Total	7,333,000	7,404,000	7,756,000	8,214,000	8,631,000	8,975,000

Source: New Jersey Department of Labor and Industry, June 1978.

Figure 2 (below) offers a comparison of the distribution of New Jersey employment across occupational categories for 1974 and 1985. Shifts away from blue collar and farm jobs to white collar and service jobs are predicted; although the magnitude of these shifts may not appear to be substantial in this illustration, it is anticipated that 70% of the expected 612,800 additional jobs (in 1985) will be in white collar occupations alone.

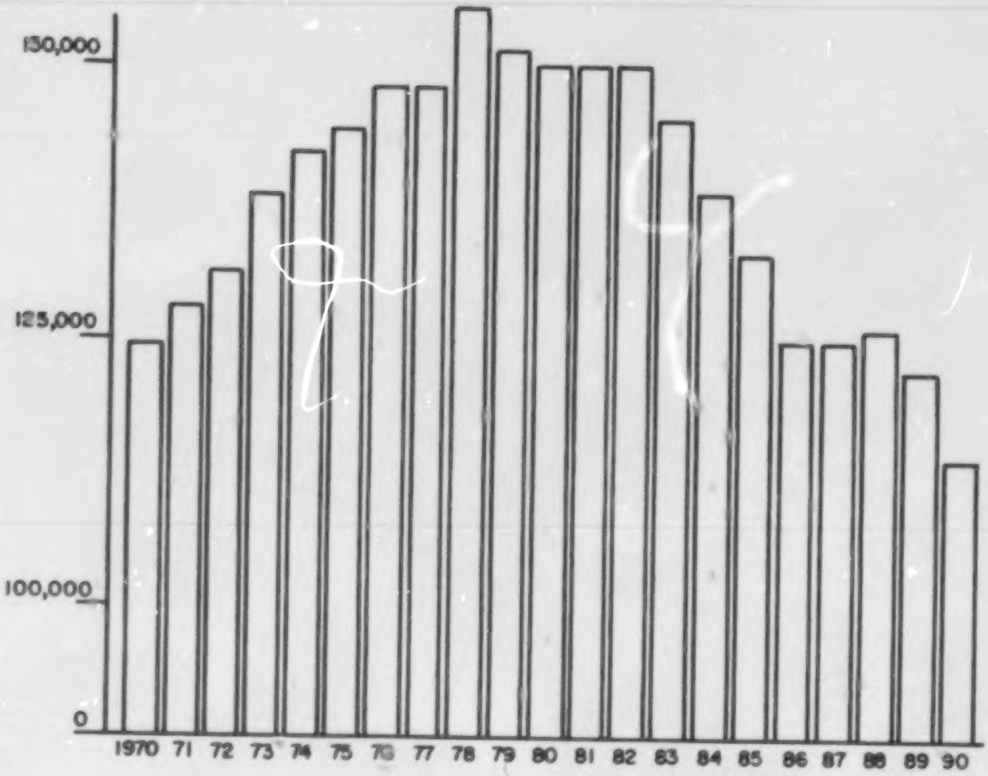
In terms of major occupational categories, *Professional, Technical, and Kindred* jobs (e.g., scientists, computer specialists, teachers) are expected to represent 24% of all new jobs. The most rapidly expanding fields are those of health and computer sciences. While most of the occupations in the Professional, Technical and Kindred category require at least a bachelor's degree, many of those in the science technologies and health technologies stipulate either technical education or an associate degree.

An 18.6% increase in total jobs is projected for the *Managers, Officials and Proprietors* category. While this is slightly less than the predicted average rate of growth for total employment, above average increases are expected in the subcategory of buyers, sales and loan managers, where several occupations (e.g., buyers—wholesale/retail) call for associate level degrees.

In the *Sales Workers* category, which includes such occupations as real estate agent/broker, insurance agent/broker, and retail sales worker, a 21.5% rate of growth is expected. Many such occupations require licensure, and preparation or review programs may be conducted by the community colleges.

FIGURE 1

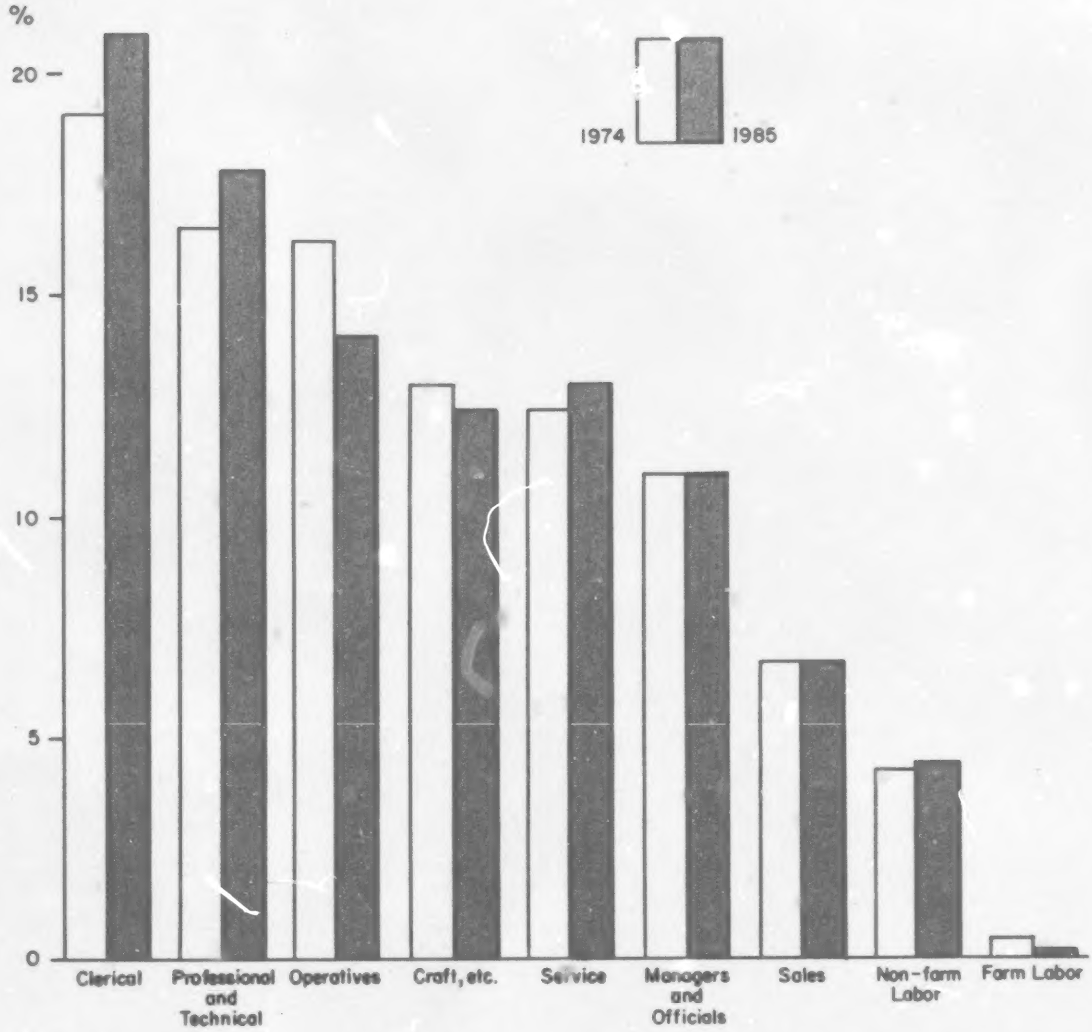
Projection of New Jersey's 18-Year-Old Population, 1970-90



Source: "A Development Plan for Higher Education in New Jersey," Department of Higher Education, 1974.

FIGURE 2

Percentage Distribution of New Jersey Employment, 1974 and 1985



Source: *Occupational Employment Projections—1985—for New Jersey and its Major Labor Areas*, Department of Labor and Industry, October 1978.

A 31% increase in employment is anticipated for the *Clerical Workers* category. This is the largest projected increase for the major occupational groups, and represents approximately 181,000 new jobs. While the level of institutional preparation required for most jobs in this category is a high school diploma, there are particular occupations (e.g., legal secretary, medical secretary, bookkeeper) which require either associate degrees, certification, and/or postsecondary training.

The Crafts and Kindred Workers category includes such occupations as skilled mechanic, construction worker, and metal worker. The relative number of jobs in this cluster is expected to decline slightly, although approximately 50,000 new jobs are anticipated. Training for these occupations most frequently is provided by the work place or vocational technical schools.

Service Workers, who currently comprise approximately 12.3% of all those employed, are expected to represent almost 13% by 1985 (a gain of 98,600 additional jobs). This category includes practical nurse and dental assistant, police and firefighter, and other related occupations.

Many of these projections relate to occupations for which in many county colleges provide training; if the forecasts are to be meaningful, there must be more complete and more systematic consideration of the current and projected supply of individuals being trained for these jobs.

Indications of Student Demand for Higher Education

Each year, the Department of Labor and Industry conducts a survey of high school graduates prior to their actual graduation to determine whether they intend to continue their education or enter the work force.

According to the 1977 survey, 61.5% of the students (more than half of them women) planned to continue their education on a full-time basis. By county, Bergen had the largest proportion of graduates planning to continue (69.8%) and Cape May the smallest (41.5%). Table 2 (below) presents the statewide results of the summary and indicates the general decline in students planning to continue their education. This decline characterized the period from the late 1960s and early 1970s to the present.

TABLE 2

Percentages of Graduates of New Jersey High Schools Planning to Continue Education or Enter Labor Force

Year	Continue	Labor Force	Year	Continue	Labor Force
1968	64.7	25.9	1973	61.8	29.1
1969	65.7	25.8	1974	60.8	30.5
1970	65.6	27.6	1975	62.1	28.2
1971	65.7	26.6	1976	61.6	27.9
1972	63.8	28.8	1977	61.5	28.0
			1978	61.9	27.9

Source: Department of Labor and Industry, Office of Labor Statistics.

Indication of Student Demand for County College Occupational Programs

As has been noted above, the labor market demand for graduates of two year college occupational degree programs has been increasing. This has been reflected in the total headcount enrollments of the county colleges: the numbers of both full and part-time students enrolled in occupational/career programs has been increasing. An indication of relative growth is shown in Table 3 (below).

TABLE 3

Headcount Distributions of County College Students

Year	Arts & Sciences	%	Occupational	%	Unclassified	%	Total
1974-75	28,947	37.7	26,700	34.8	21,158	27.5	76,805
1975-76	31,145	34.3	31,107	34.3	28,321	31.3	90,573
1976-77	31,050	33.9	31,768	34.8	28,593	31.3	91,411
1977-78	27,230	28.9	32,728	34.7	34,318	36.4	94,276
1978-79	28,438	28.8	33,005	33.4	37,278	37.8	98,721

Source: Office of Research and Planning, Department of Higher Education.

It will be seen that, while the absolute numbers of students enrolled in occupational programs has risen, the percentage of enrollments in occupational programs has remained relatively stable over the period cited.

These same relative distributions do not emerge from the total data on degrees conferred, where numbers and percentages of Arts and Sciences graduates have been declining. Table 4 (below) illustrates these trends. Arts and Sciences graduates declined from 57.4% of the total in 1972 to 30.1% in 1977. The significant increase in 1978 reflects a change in the classification of several programs, thus, some previously included under the Occupational and Career category now appear under Arts and Sciences. As can be seen in Table 5 (below), the shift in the proportion of Arts and Sciences degrees granted has been gradual at some institutions and dramatic at others. Brookdale and Bergen are examples of the latter. Almost all of the colleges evidence a similar pattern: although early emphases were on the liberal arts and sciences, there has been a definite movement towards graduating larger numbers of occupational/career program students.

TABLE 4

Associate Degrees Conferred by County Colleges

Major Field	1972	1973	1974	1975	1976	1977	1978
Arts & Sciences	3,491	3,622	3,737	3,982	3,915	2,938	4,309*
	(57.4)	(55.2)	(50.4)	(49.4)	(43.9)	(30.1)	(44.2)
Occupational & Career	2,587	2,936	3,681	4,071	5,000	6,822	5,442
	(42.6)	(44.8)	(49.6)	(50.6)	(56.1)	(69.9)	(55.8)
Business & Commerce	855	910	1,199	1,214	1,528	2,313	2,051
Data Processing	255	193	214	206	211	246	299
Mechanical/Engineering	420	366	463	472	575	1,086	622
Health Services	772	961	1,142	1,467	1,635	1,699	1,698
Natural Sciences	23	52	53	69	76	79	105
Public Service	262	454	610	643	975	1,399	665
Total	6,078	6,558	7,418	8,053	8,915	9,760	8,709

*Includes AA/AS degree data previously classified under other areas.

The fact that the number of students enrolled in and graduating from occupational programs has been rising is not at all unexpected in light of industry's need for trained manpower. What is surprising from a labor market perspective is that the increases have not been larger. Indeed, and as noted above, the percentage of students enrolled in occupational programs has remained almost constant. Table 6 (below) presents enrollment data for full-time students by their declared programs.

TABLE 5

Associate Degrees in Arts and Sciences as a Percentage of Total Degrees Conferred

College	1972	1973	1974	1975	1976	1977	1978
Atlantic	68.5	74.4	52.7	41.3	40.4	31.6	36.4
Bergen	55.3	44.4	36.6	35.9	26.3	25.7	23.3
Brookdale	73.5	65.2	55.0	57.1	51.8	48.9	51.7
Burlington	85.8	75.1	82.2	79.7	55.3	66.7	73.0
Camden	48.9	34.6	22.9	21.3	19.0	12.5	45.7
Cumberland	26.5	29.5	29.1	34.8	41.9	36.1	36.8
Essex	77.9	73.8	75.0	74.7	74.8	43.5	47.3
Gloucester	69.4	63.1	60.9	54.8	49.3	36.3	33.7
Hudson	0	0	0	0	0	0	0
Mercer	40.9	43.1	33.7	49.0	31.5	39.3	28.8
Middlesex	30.1	27.4	22.4	17.4	16.9	18.7	18.7
Morris	60.8	61.0	60.6	65.0	64.7	53.6	62.3
Ocean	80.8	72.8	74.4	81.3	77.8	79.7	78.6
Passaic	0	65.8	34.3	15.1	30.0	34.0	50.0
Salem	0	6.0	15.1	36.3	36.0	36.1	36.9
Somerset	49.6	38.3	41.6	43.4	51.5	56.1	45.8
Union	53.5	100	100	78.2	78.9	80.6	81.2
UCTI	0	0	0	0	0	0	0
Total	57.4	55.2	50.4	49.4	43.9	30.1	44.2

Source: NJ HEGIS Form 2300-..1B, *Degrees and Other Formal Awards Conferred.*

TABLE 6

Community College Full-Time Enrollments by Declared Major Field of Study*

Major Field of Study	1974	1975	1976	1977	1978
Arts & Sciences	16,403	18,242	18,762	17,972	15,416
(% of total declared majors)	50.5	50.3	50.8	49.2	46.8
Occupational & Career	16,102	18,019	18,169	18,565	17,551
Business & Commerce	5,787	6,454	6,658	7,055	7,302
Data Processing	902	1,121	1,222	1,110	1,525
Health Services	4,723	4,489	4,526	4,531	3,952
Mechanical/Engineering	2,176	2,341	2,295	2,323	2,300
Natural Sciences	330	583	521	539	422
Public Services	2,184	3,031	2,947	3,007	2,050
Total	32,505	36,261	36,931	36,537	32,967

*These figures do not consider unclassified students or undeclared majors. **Source:** NJ HEGIS 20178.

The interest in Arts and Sciences among full-time students is evident here. In fact, although actual numbers have declined in recent years, as a percentage, Arts and Sciences enrollments have remained relatively stable. There might be several factors influencing student choices. One might be the demand for traditional higher education programs among all types of students, a need which the colleges were originally established to meet. Another factor might be that students enroll in Arts and Sciences programs when they are undecided, an explanation which is frequently cited in the community college literature. Explanatory information for New Jersey colleges is not available to substantiate this conjecture regarding influencing factors; systematic data collection and analysis are needed to enable institutions to understand their enrollment patterns and appreciate their implications for long-range planning, staff development, curriculum development, etc.

Vocational Education Delivery Systems

In New Jersey, as elsewhere, there are several distinct delivery systems for adult occupational education. Programs and courses are offered by the community colleges, the area vocational technical schools, and the proprietary schools. In addition, the Comprehensive Employment and Training Act of 1973 (CETA) authorized, in effect, support for some students and the establishment of "skills centers." Questions about how these agents should relate to each other in a system of vocational education for adults which is articulated with industry have provoked considerable controversy.

Proprietary Schools

Private vocational schools in New Jersey provide "intensified training to enable students to learn marketable skills quickly." Their programs "endeavor to teach students only the skills necessary to obtain a good entry-level position in their chosen field, without additional courses which most four-year colleges require to 'round out' an education."[1] Schools which fall into this category are licensed by the Department of Education but do not receive any public funds. The extent of their activities in 1976-77 is shown in Table 7 (below).

TABLE 7

Private Vocational School Enrollments (Fall, 1978)

Type of Occupational Program	Number of Schools	Enrollment
Business (e.g., Data Processing, Secretarial, Accounting, Marketing, Court Reporting)	62	9,903
Art, Trade & Technical (e.g., Electronics, Drafting, Modeling)	63	18,439
	125	28,342

Source: Department of Education, Office of Vocational Education.

There is obvious overlap between these programs and those offered by the community colleges. However, demand is strong and the health of the proprietary school does not appear to have been damaged by community college activities. Moreover, the mission of the proprietary schools is more in competition with the adult programs of the vocational technical schools than the community colleges because both of those sectors cater to the skills needs of students and specifically avoid offering general education. Future development of AVTS adult programs probably looms as a greater threat to the proprietary schools than expansion of county college programs.

There are numerous opportunities for coordination of community college programs with the proprietary schools and provisions already exist which would allow contracting with those schools for the operation of programs. This was pointed out at the public hearings held by the Commission by several representatives of the Private Career Schools Association who referred to recent regulations issued by the Department of Education. Provisions actually existed for such contracts by licensed schools with the community colleges before the Department of Education's action. The same law which allows county college agreements with the AVTSs allows contracting with the proprietary schools (Title 18A:64A-12 General Powers of Boards):

> For the effectuation of the purposes of this chapter, the board of trustees of a county college in addition to such other powers expressly granted to it by this chapter and subject to the rules and regulations of the Board of Higher Education is hereby granted the following powers. . .j. To enter into contracts and agreements with the state or any of its political subdivisions or with the United States, or with any public body, department, or other agency of the State or the United States or with any individual firm or corporation which are deemed necessary or advisable by the board for carrying out the provisions of this chapter. . .

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[1] Portions of this information are taken from the *Directory of Private Career School Association of New Jersey*, a publication which contains the clearest "mission statement" available for proprietary schools.

Manpower Training Programs

The Department of Labor and Industry is responsible for operating the State's employment and training programs and for administering the manpower development programs of the Department of Health, Education, and Welfare in New Jersey. The Office of Human Resources within the Department of Labor and Industry has functional responsibility for these programs.

State programs, while few in comparison to federal programs, are innovative. Funds have been set aside to spur economic development through "customized" training of employees for companies moving to New Jersey or companies already here but which are upgrading or expanding their operations. The Office of Human Resources is currently developing, in conjunction with the Departments of Education and Higher Education, a number of demonstration projects to promote development and to forge linkages among the three branches of state government and their various subunits. The community colleges will play a major role in these projects.

The major manpower development programs are federally funded. Under CETA, New Jersey receives approximately $500 million a year "to provide job training and employment opportunities . . . and to assure that training and other services lead to maximum employment." The seven titles of CETA legislation provide assistance to "prime sponsors" (state or local governmental units of minimum size) to establish mechanisms for the hiring of the unemployed into public service jobs, and continue older job programs. They also involve the federal government in training programs for minority groups. The more recent CETA legislation, which was signed into law on October 27, 1978, mandates increased coordination of manpower training and sets one percent of funding aside to establish linkages between employment and education, and four percent to a Governor's discretionary fund to establish special programs which meet unique state problems.

There have been efforts aimed at cooperation already. One example is an "Early Specialization Plan" under which CETA clients pursue associate degrees at the community colleges but take their skills courses first. Successful completion of skills courses is then acknowledged through the award of certificates. The purpose of this plan is to allow students to gain job entry skills early and then complete their associate degrees while they are working. Other programs being developed include remediation and occupational counseling activities. The reauthorized CETA encourages these plans with its increased emphasis on classroom training rather than public service employment.[2]

The Educational Amendments of 1976 required that states establish State Occupational Information Coordinating Committees before they could receive CETA funds (Title II, Section 161 (b) (2). New Jersey formed an SOICC in September of 1977; it then delegated its authority to a Technical Steering Group which includes representation from the Department of Higher Education. The purpose of the Group is to develop an information system to meet the needs of manpower planners, educators, and all parties of labor market (including the unemployed, the soon-to-be-employed, and students). Currently, this system is still in the planning stages.

Area Vocational Technical Schools

The generally accepted statement of the collective purpose of schools in this category is "to prepare students for the world of work." As defined under Title 18A (NJSA), vocational education is "any education the controlling purpose of which is: (a) to fit for profitable employment; (b) to provide training which is supplemental to the daily employment; or (c) to fit for homemaking. . ." Day, part-time, and evening classes are all authorized by the law and authority to approve courses of study is vested in the Commissioner with the advice and consent of the State Board. Under these general provisions the AVTS system has grown quite complex.

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[2] To promote cooperation, the New Jersey Prime Sponsor Directors Association has proposed a joint task force with the county colleges to inventory the activities and capacities of both parties, to develop linkages, and to study the financial issues involved in cooperation. Their hope is that permanent mechanisms of cooperation might be established.

Essentially there are three types of schools within the system: those which operate full time as AVTSs; those which operate on a "shared-time" basis; and those which are administered by comprehensive high schools. In each county in the state at least one of these schools offers vocational education for adults. There are, however, considerable differences in the size and comprehensiveness of these programs. For example, the Bridgeton ("shared time") facility in Cumberland County is the only such school in the county and offers only two adult programs. Monmouth County is similarly limited. But other counties, such as Bergen and Camden, have extensive programs. The exact dimensions of all the programs are difficult to determine because of the way enrollments have been counted and reported. About the clearest estimates of the extent of these activities can be found in the *State of New Jersey: Budget (78-79)*. That document listed the following enrollments by category:

Category	1976	1977
1. Postsecondary Vocational Education Enrollments . . .	5,200	8,100
2. Adult Vocational Education Programs		
A. Apprenticeship Programs	8,500	9,250
B. Other Enrollments	99,000	100,000
3. Manpower Traning and Urban Education (for 16-21 age group; founded under CETA)	2,815	3,000

There is concern both nationally and locally about effective articulation between community colleges and vocational technical schools. In an effort to promote cooperation between these sectors, the American Vocational Association and the American Association of Community and Junior Colleges recently jointly sponsored a major project under the direction of David S. Bushnell aimed at developing conditions for cooperation. That report, currently in press, identified four major barriers to articulation:

The competing expectations of external special interest groups (including government units) which impact on the institutions; each sector's stereotyped perceptions of the other's programs and practices; a trend towards a common set of educational services; and conflicting educational values.

To investigate these barriers and the efforts of institutions to overcome them, the Bushnell study first reviewed the literature of AVTS/community college cooperation. Through the review and recommendations solicited from around the country, twenty-two cooperative arrangements were identified for further study. These joint ventures were investigated through site visits and extensive interviews. Ideal criteria were established and used as benchmarks for evaluation. The final product was set of guidelines "by which community colleges, area vocational schools, and other postsecondary institutions . . . can develop their own policies and strategies for improving interinstitutional planning and cooperation".

Recommendations at the local level include:

1. Articulation planning should begin with specific activities which have been well-worked out in two or more local institutions from the standpoint of procedures. Such activities as recruitment, admissions, and the evaluation of credit offer logical areas in which initial agreements can be worked out.
2. Articulation efforts should involve the personnel who must deal directly with the problem or problems under consideration. Appropriate representation needs to be solicited from those institutions involved, such as high schools and proprietary schools. Student as well as staff views are needed to achieve a well-rounded perspective on all aspects of articulation.

3. Consideration should be given to the establishment of an overall administrative coordinating committee whose responsibility would be to adjudicate the issues that are unresolved at lower administrative levels. Such a standing committee should be called upon only as a court of last resort.
4. All forms of inter-institutional cooperation and communication should be encouraged appropriate to the tasks at hand. Newsletters, visits between campuses, follow-up interviews with transfer students, routine feedback of performance data on transfer students and working graduates represent possible ways of ensuring effective communication.
5. Any formal articulation programs should build in a means for providing a periodic evaluation by some outside agency or group. The criteria for evaluation should focus on the process strategy, the personnel involved, the appropriateness of activities worked out, and evidence of concrete achievement.

On the subject of overlap between the New Jersey area vocational technical schools and the county colleges, several groups and agencies have reported that actual duplication of efforts has been surprisingly small. In a report prepared for the New Jersey Advisory Council on Vocational Education in 1973, it was concluded that:

> Contrary to the beliefs of some, there appears to be currently only minimal program overlap between the colleges and the AVTSs in individual counties. Although the number and subject matter of the vocational programs in the two institutions vary considerably from county to county, their program offerings are generally not in direct competition. In all but a few cases the occupational courses of the colleges are offered in conjunction with other non-vocational courses . . . The programs are generally oriented to providing the student with a marketable occupational skill, although following graduation many of the students do transfer...On the other hand, postsecondary program offerings in the AVTSs stress the practical skills involved with specified vocational careers. . .

The study further reported that relations between the two sectors seemed amicable and that there was cooperation at the county level.

Another study which concluded similarly was presented to the Education Coordinating Council of New Jersey in 1976. In *Competitive or Complementary: Postsecondary Vocational Education in New Jersey,* Robert F. Stephens and Charles W. Concolvo looked at the number, type, and location of institutions offering postsecondary vocational programs, their programs and enrollments, levels and sources of funding, expenditures, facilities, and research on their effects on students. They wrote that they were impressed with the diversity of programs and surprised to find "so little duplication and overlap in the systems." They also found a greater degree of coordination between the systems at the county level than they expected. For example, "in over half of the counties, some systematic coordination occurred, and in a few there was an agreed-upon delineation of areas of functional interests and emphasis." Stephens and Consolvo concluded that the county coordinating councils were an effective means of promoting coordination and that the State should act to facilitate the efforts of those councils.

In summary, they commented that:

> During the course of this study very little actual duplication of programs was discovered between the community colleges and the area vocational technical schools within any county. There were occasional instances of duplicated programs in the health areas, such as dental technicians or nursing aides. However, even in these instances the demand for such programs is so strong that the programs are not yet in competition.

New Jersey Joint Agreements

In examining the New Jersey agreements between community colleges and AVTSs, it is useful to compare their provisions to the following criteria established in the Bushnell study:

1. The existence of a written agreement between two or more local institutions stating how such institutions will collaborate in their efforts to provide support for postsecondary vocational education.

2. The use of criterion referenced tests or other systematic assessment procedures which make it possible to offer course credit to students who have already acquired specific knowledge and skills in a given area of vocational education.
3. A willingness on the part of local institutions to accept the transfer of credits from another institution.
4. The use of joint follow-up surveys to ascertain how well students are doing in those occupations for which they have been trained.
5. Existence of joint planning committees and joint membership in advisory committees.
6. The provisions of individual study opportunities and scheduled courses giving students access to programs when convenient for them.
7. Jointly sponsored community needs surveys.
8. The provision of release time for key staff members to participate in joint planning sessions.
9. Shared counseling and job placement programs.
10. Budget review procedures giving key administrators the opportunity to review each other's budget requests.

To date, ten of the county colleges have signed contractual agreements for the development and administration of joint programs with area vocational technical schools. Another college, Union, has a statutory arrangement with Union County Technical Institute.

In six instances the agreements have been accepted by local governing boards and programs are being offered under them. Five colleges are currently negotiating similar agreements. They are Camden, Cape May, Essex, Hunterdon, and Ocean. In addition, there is an informal arrangement in Monmouth County which has been characterized by the Department of Education as the most effective in the state.

The major elements of the agreements presently in effect are these:

1. *Purpose:* A joint agreement or need for cooperative efforts promote flexibility, planning, and maximum utilization of facilities.
2. *Joint Administrative Council:* Joint responsibility for operations including policy-making, planning, and scheduling through a Joint Administrative Council.
3. *Joint Curricula Committee:* Supervision and coordination of programs through a Joint Curricula Committee composed of equal numbers of representatives from each institution.
4. *Career Program Advisory Council:* Appointment of a council from various community interest groups to advise the two institutions on how they can best serve the community.
5. *Articulation:* Agreement on types of credit and awards granted (specifically the college will grant associate degrees and the AVTS will award diplomas and certificates).
6. *Finances:* Student contact hours will be the basic unit of measurement with operating revenues allocated on the basis of contact hours generated at each institution.
7. *Evaluation:* The Joint Administrative Council will conduct a yearly program review which will consider attrition and placement. Faculty must meet minimum college standards.
8. *Miscellaneous:* Two years notice must be given for termination of agreement; both parties will seek outside funding; and joint program students will be given priority in registration for courses given under joint programs.

Only slight variations from these general elements exist in any of the agreements. When viewed from the perspective of the criteria in the Bushnell report, the New Jersey joint programs include written agreements, indicate a willingness of parties to accept each other's credits, and provide for joint planning committees and advisory groups. However, only partial provisions exist with regard to joint follow-up studies, and these address attrition and initial placement, and not research into how well students are prepared for their occupations. The agreements are also unclear as to student opportunities for individual study and access to programs.

A Coordinated System for the Delivery of Occupational Education

The need for coordination among the many agencies and institutions active in occupational education has been cited by organizations, advisory groups, governmental bodies, interested individuals, and by the institutions themselves.

The following major observations and recommendations have been offered:

The Governor's Ad Hoc Group on Manpower Development

One of the major obstacles to the coordination of public programs has been the existence of separate State Departments of Education, Higher Education, and Labor and Industry. Each of these departments is responsible for activities which could contribute to a unified system. For example, while the Department of Education coordinates occupational education in the public secondary schools, the evening comprehensive high schools, and the area vocational technical schools, and the Department of Higher Education oversees the occupational programs of the county colleges, the Department of Labor and Industry administers manpower training programs and is responsible for needs analysis, employment issues, and economic development activities. Although these departments cooperate with each other, a more systematic approach does not exist. Recognizing this, the Governor has appointed an *ad hoc* group to review the issues involved and recommend action. An indication of what that action might be emerges from a preliminary policy statement which the *Ad Hoc* Group on Manpower Development has made available to the Commission.

The *Ad Hoc* Group recognizes four policy priorities which should be addressed by the three departments: reduction of structural unemployment; attraction of new industry to the State; expansion of opportunities for job entry training, career ladder training, and retraining; and the pursuit of affirmative action goals. In their view, the Departments of Education and Higher Education will have to further encourage joint programming and the development of career ladders to achieve these goals. These two departments will also have to improve their planning and evaluation of programs so as to better utilize the resources that are available. To contribute to improved planning and resource usage, the Department of Labor and Industry will have to develop a labor market information system (for both supply and demand), aid public education's attempts to satisfy employer needs for trained manpower, and wherever feasible, rely on public education to deliver training services rather than establish independent training programs. Moreover, the *Ad Hoc* Group sees a need for the three departments to cooperatively develop statewide plans for occupational education and manpower training and to evaluate the success for these programs in meeting the State's needs.

The New Jersey Advisory Council on Technology

In December 1978, the New Jersey Advisory Council on Technology released a preliminary draft of a Master Plan for Postsecondary Education in Industrial and Engineering Technology. In the Council's view, each of the sectors of "postsecondary technical education should have a specific mission." Their recommendations on mission were as follows:

- *Postsecondary Proprietary and Public Vocational Schools*—These institutions, in general, should provide certificates for non-degree vocational technical courses and programs. These programs should emphasize the manipulative skills and related theory necessary in preparing skilled craftsmen and service technicians for entry level positions. Wherever appropriate, career ladders connecting vocational training with associate degree programs should be established.

- *Community Colleges*—These institutions should provide career-oriented college level certificate and associate degree courses and programs in the Industrial and Engineering Technology areas. Such programs should provide for a balance between manipulative skills and theory necessary for the preparation of Industrial and Engineering technicians.

- *Four-Year Colleges and Universities*—Four-year institutions should provide baccalaureate degree programs at the professional level in Industrial and Engineering Technology. Usually such programs should be upper division two-year programs. All such upper division programs should be designed in a manner that offers full transfer opportunities for qualified students who have completed two-year associate degree studies in appropriate areas and who desire to transfer to a baccalaureate degree program.

Beyond these distinctions, the Council's recommendations were directed at: increased emphasis on program review (including surveys of student and employer demand for programs); further development of the career ladder concept and improvements to the articulation process; and expansion of opportunities in Industrial and Engineering Technologies for women and minorities. The Council also recommended the institution of program costing and differential funding for these sorts of high technology programs.

The Advisory Council on Vocational Education

A New Jersey Advisory Council on Vocational Educaton was established in 1970 under federal statutes. The Council currently operates under the guidelines of Title I of the Educational Amendment of 1976, which directs it to assure that the State manages vocational education delivery in a "competent, integrated, and coordinated" manner.

In its annual reports, the Council has repeatedly pointed out that "there does not exist in New Jersey an identified agency or consortium of agencies responsible for the coordination of the training efforts of a variety of state agencies and systems." The Council says the need for such an agency is critical in view of the large amount of money spent yearly on training activities by both the public and private sectors—figures which they put at $200 million and $5 billion respectively.

> Findings reveal that business, industry and labor have practically given up on any meaningful relationship with the public sector in obtaining their specific training needs. These private corporate agencies, for sheer survival, have decided to go it alone . . . This fact is not hard to understand when observing that the public vocational system serves more than 410,000 students, the community college system more than 65,000 students in occupational endeavors, the proprietary system more than 25,000 students and currently the CETA Prime Sponsors are enrolling more than 80,000 people . . . The public system is bursting at the seams. Business, industry, and labor do not have the time, nor the particular inclination, to channel their people through public systems which they consider inflexible and cannot generally serve the unique skill needs of their employees.

Their current report states that "job training coordination is apparently still as critical a goal to be achieved in 1978 as it was in 1970." The Council's main recommendation is for a single state-level body to have authority to resolve issues and set policies regarding manpower training.

Several studies and governmental bodies have drawn conclusions similar to the Council's. The Council cited a major study conducted by the Institute of Management and Labor relations At Rutgers into the network of education and training systems in New Jersey. That report concluded:

> In sum, it is evident that despite the large numbers of people and dollars involved, there are great gaps in quality, distribution, and integration of these resources. What is needed is more than awareness and better accounting. Imperative is real collaboration which focuses on specific firms, unions, schools, and programs designed to help more workers, unions, and companies achieve more diversified and effective training and educational opportunity. (*Promising Horizons: Cooperative Opportunities among Labor, Management, Education, and CETA in New Jersey*, 1977.)

Recommendations similar to those of the Advisory Council on Vocational Education were made in the Stevens-Consolvo report (1976) cited earlier and in *Opportunity for Linkage*, a Department of Health, Education, and Welfare report (1977). Beyond recommendations, a number of agencies have attempted to promote coordination unilaterally. Among these have been the State's 1202 Commission (established under federal legislation in 1973), the Education Coordinating Councils (which, according to the Department of Education's 1978-79 Annual Program Plan for Vocational Education, are "the only structured organizations working towards the coordination of a county-wide effort to promote Career Education to local education agencies") and the State's 107 Committee (another federally mandated body, charged with promoting cooperation). Besides these, the State Manpower Services Council (under the CETA provisions) and the State Occupational Information Coordinating Committee (the SOICC mentioned above) also promote coordination. In spite of all the efforts, the Advisory Council still concurs with the statement of the Manpower Services Council that "the fragmentation of the State cries out for some rational intervention aimed at improving cooperation, coordination, and joint planning. . ."

APPENDIX J

Information Summary: Open Access

INFORMATION SUMMARY: OPEN ACCESS

The Main Issue of Open Access: Equality of Educational Experiences

Questions about the quality of community colleges relative to other sectors of higher education have been raised by numerous educational researchers. In *The Myth of Equal Access in Public Higher Education* (1975), Alexander Astin has pointed out that a student's future may depend as much on the kind of college he or she attends as on whether he or she attends. His point is that impressive numerical expansion may be misleading because it is possible for legislators and policy makers to have defined "access" simply as the opportunity for students to enroll somewhere.

One way to view higher education is to focus on its diversity. Of course colleges are different and it is logical that their differences should complement student attitudes and abilities as well as their career aspirations. But it is also possible that differences in kind create differences in status, to the extent that a hierarchy of public institutions is created. Actually, just such a hierarchy can be empirically demonstrated according to several criteria: admissions based on test scores and high school class standing; the percentage of minority students enrolled; and median income levels of students' parents. On these criteria, a pyramid shaped hierarchy characterizes U. S. higher education. Community colleges with their large enrollments of minority, low ability, and low income students lie at the base, with state colleges in the middle, and state universities at the apex.

Astin questions the consequences of this hierarchy on students. He has shown that student chances of completing baccalaureate degrees vary according to the types of institutions in which they initially enroll. His study considered only students who began college aspiring to a bachelor's degree, and took into account entering abilities, aspirations, motivations, career plans, personality factors, and study habits. His findings were expressed as differences between actual graduation rates and what would be expected given the characteristics of the entering students. Initial enrollment at two-year colleges reduced the number of actual graduates by 12% from the number expected. Enrollment at state four-year colleges resulted in a 4% gain of actual graduates over the number expected, while enrollment at state universities produced a 1% gain in graduates. Setting aside the small difference between state colleges and universities (which Astin attributes to differences in exit standards), there is a difference of sixteen percentage points between the two-year and four-year colleges.

Institutional Characteristics

A comparison of the three types of colleges based on their financial resources, facilities, and the benefits they can offer students exhibits the same pyramid mentioned above. When "educational and general" expenditures (which Astin calls the best single measure of an institution's investment in its educational program) are divided by FTEs to yield a per student measure, it is evident that the lowest funding goes to the community colleges and the highest to the state universities. This pattern also holds for per student value of facilities and per student expenditures for libraries, even when the expensive graduate programs of complex universities are taken into account.

Two other measures of the quality of educational experiences are median faculty income and the percent of students who live in campus residence halls. The median income measure is frequently mentioned in comparisons among colleges because it is assumed that better faculty tend to command higher salaries, hence students at colleges with higher faculty salary levels gain benefits from supposedly superior instruction. The residence hall measure reflects research evidence that students who live on campus enjoy increased satisfaction and motivation and more frequent contacts with faculty and other students. On these measures, too, the hierarchy is evident. Astin's conclusion based on all of his measures is that students at public universities and four-year colleges are probably exposed to more substantial programs than students at two-year public colleges.

Data on New Jersey public colleges generally conform to the national pattern (see Table 1, below). State support per full-time-equated student for fiscal year 1979 shows more than a three-fold difference between the amounts expended for Rutgers and those allotted to the community colleges. Subsidies calculated according to the method of the Astin study evidence the familiar hierarchy. Median faculty salaries show a $5,000 difference between the state university and the county colleges. Similarly, the largest enrollments of Blacks and Hispanics fall at the base of the pyramid, although data from Rutgers indicate extensive service to inner city areas.

TABLE 1

Characteristics of New Jersey Public Higher Education Institutions

	State Support Per FTE (FY 79)	Median Faculty Salary (FY 79)*	% Blacks in Student Body (Fall 1978)	% Hispanics in Student Body (Fall 1978)	Investment in Physical Plant/FTE (1978)
Rutgers	$2,609	$22,514	17.7	3.1	$11,835
State Colleges	1,805	19,340	7.3	3.4	5,725
County Colleges	726	17,515	15.3	4.9	4,216

*All ranks combined.

In addition, New Jersey follows the pattern of housing higher percentages of students on campus at more heavily supported institutions. On campus residence is considered a benefit because research findings suggest that students who live on campus derive increased satisfaction, motivation, and interaction with faculty, all benefits which result in greater chances of persistence.

Transfer and Persistence

In order to ascertain the effectiveness of the county colleges in providing access to New Jersey's citizens, it is necessary to consider factors other than total enrollment, although the latter is certainly an impressive indicator. It is important to determine whether the students are achieving their educational goals, once the initial objective of college enrollment is attained. Community college students often have widely divergent goals, thus traditional persistence measures such as years enrolled or degree attained provide only a general indication of the success of the community colleges in meeting their needs.

There are several indicators that can be used to gauge the institutions' effectiveness in providing access to students—whether it be access to occupational training, remedial services, transfer education, or general education. These are: the transfer rate (and academic performance of those who transfer to four-year institutions); persistence (indicated here by percent of returning freshmen), and degrees awarded.

Transfer Data

Table 2 indicates for each community college/coordinating agency the number of students transferring to four-year New Jersey colleges in the Fall of 1977. (At the time this summary went to press, 1978 data were still unavailable from several institutions.)

TABLE 2

New Jersey Community College Transfers to New Jersey Public Four-Year Institutions (Fall 1977)

Sending Institution	Total Students Transferring
Atlantic Community College	247
Bergen Community College	641
Brookdale Community College	244
Burlington County College	252
Camden County College	420
Cumberland County College	184
Essex County College	405
Gloucester County College	187
Hudson County Community College	62
Mercer County Community College	234
Middlesex County College	535
County College of Morris	543
Ocean County College	304
Passaic County Community College	50
Salem Community College	21
Somerset County College	142
Union College	448
Union County Technical Institute	57

Other enrollment data relevant to the transfer issue include the distribution of transfers among the public four-year institutions of New Jersey and the percentage of all transfers represented by county college transfers. (Table 3).

TABLE 3

Distribution of New Jersey Community College Transfers among New Jersey Public Four-Year Institutions (Fall 1978)

Receiving Institution	N	% of all Transfers
Glassboro State College	668	60.2
Jersey City State College	271	64.4
Kean College of New Jersey	448	47.4
Montclair State College	—	—
New Jersey Institution of Technology	219	61.0
Ramapo College of New Jersey	161	32.0
Richard Stockton State College	—	—
William Paterson College of New Jersey	387	41.5
Rutgers University	783	30.7
Trenton State College	330	36.3
University College (Rutgers)	691	45.0
Total	3,958*	
Community College Transfers to NJ Private Four-Year Institutions	424*	
Total Community College Transfers to NJ Four-Year Institutions	4,382*	

*Data incomplete.

While opportunity to transfer to four-year institutions is certainly a fundamental condition of access, the ultimate objective, once a student is accepted for transfer, is successful academic performance.

A study by the Department of Higher Education on the academic achievement of two-year college graduates at four-year colleges indicated that, as a group, the grade point averages (GPAs) of graduates of New Jersey two-year colleges in their junior year compared favorably with those of "native juniors" (students who had enrolled in the institutions as freshmen).

TABLE 4

Second Semester GPA for Transfer and Native Juniors (Spring 1975)

Receiving Sector	Native Juniors GPA	Native Juniors N	Transfer Juniors GPA	Transfer Juniors N
Public Colleges	2.9	5,670	3.0	494
Independent Colleges	2.8	2,974	2.9	73
Total	2.9	8,644	3.0	567

TABLE 5

Three-Year Cumulative GPA for Transfers and Native Juniors (Spring 1975)

Receiving Sector	Native Juniors CGPA	Native Juniors N	Transfer Juniors* CGPA	Transfer Juniors* N
Public Colleges	2.8	7,604	2.8	799
Independent Colleges	2.8	4,022	2.8	77
Total	2.8	11,626	2.8	876

*First two years of CGPA computed using the sending GPA as a proxy value.

Also, approximately 98% of two-year college graduates had at least a 2.0 GPA ("C") by the end of their junior year.

TABLE 6

Credits Attempted vs. Credits Earned in Spring 1975

By	Average Credits Attempted	Average Credits Earned	Credit Difference	N
Sending Sector				
Public Two-Year	15.4	15.0	−.4	564
Independent Two-Year*	—	—	—	—
Total	15.4	15.0	−.4	569
Receiving Sector				
Public Four-Year	15.4	15.0	−.4	496
Independent Four-Year	15.2	14.7	−.5	73
Total	15.4	15.0	−.4	569

*Ns too low for separate analysis.

The transfer figures offer some indication of the effectiveness of the colleges in affording access to four-year institutions via the transfer program. It is important to reiterate, however, that all students who attend county colleges do not plan to obtain associate or bacclaureate degrees, nor do all students attaining associate degrees wish to continue their education.

Persistence

Although the data on rate of freshman returns provide some indication of the "holding power" of the community colleges, they should be interpreted with caution, as many students may reach their educational objectives within a year.

For 1978-79, the mean rate of students returning to the state colleges after their freshman year was 74%. The range of return rates for the state colleges was from 68% at Glassboro to 90% at

Montclair. The mean rate for institutions among the community colleges was 65% and the range from 92% at Brookdale to 41% at Ocean.

There are many ways to view this issue. Individuals attend colleges for different purposes, and they bring with them a variety of personal attributes, backgrounds, goals, and expectations. These characteristics affect both their commitment and ability to persist towards degrees. In addition, persistence is also affected by institutional environments and external factors such as the state of the job market.

In general, four-year institutions have lower dropout rates than two-year colleges, private institutions less than public institutions, and high quality institutions less than lower quality institutions.

The likelihood of a student dropping out has been shown to be related to his or her family background. In general, family socio-economic status appears to be inversely related to attrition. Studies show that the children of lower income families have higher dropout rates than do children from wealthier families, even when intelligence is taken into account. However, some researchers argue that it is not so much socioeconomic status which influences persistence as other factors which are themselves associated with socio-economic status. Such factors include precollegiate educational experiences, decisions on the type of college to attend, and parental encouragement, support, and expectations (the last of which may be as important as a student's own expectations).

Academic factors are significant predictors of persistence. These include high school grades, rank in high school class, and test scores. Of all academic variables, undergraduate grade point average exhibits the strongest relationship to attrition. This is true even when ability and intelligence are taken into account.

Once an individual's ability is taken into account, it is his or her motivation to complete a degree that is most important in determining persistence. In fact, one theme in the research literature is that ability differences between students who drop out and those who continue are minimal compared to differences in motivation. One observer, Roueche (1976), claims that ability is of no value in predicting dropouts. It is more likely, however, that ability does figure as one factor in persistence. It simply must be viewed in relation to motivation, which Monroe (1972) calls "the most predominant single factor." Numerous studies have found that high levels of individual commitment as measured in terms of educational plans, educational expectations, or career expectations, are closely associated with persistence.

In addition to individual characteristics, prior experience, and motivation, persistence is also closely associated with the involvement of students in their collegiate environments. One dimension of this involvement is academic—the fit between a student's intellectual development and a college's prevailing intellectual climate. Another major dimension is the sense of belonging a student feels as the result of his or her relations with other students, participation in extracurricular activities, and interaction with faculty, administrators, and campus subcultures. Research indicates that strengthening these factors tends to reduce attrition.

For example, extracurricular activities serve as a link between campus academic and social systems and are thus integrative mechanisms. Counseling services are also important, especially in light of research findings which show very high percentages of dropouts as having had no contact with counseling personnel. Clearly, residence on campus improves student chances for success by increasing opportunities for involvement. When living on campus, students tend to be less affected by their family relationships and more involved in the campus environment; their contacts with faculty and other students increase. Counseling could become the most effective means of reducing attrition, especially in the community college setting, where there are no benefits of residency.

Degrees Awarded

The number of associate level degrees awarded provides a third indicator of the "holding power" and/or effectiveness of the community colleges. Table 7 (below) indicates the number of associate degrees awarded in 1978 for each institution. Again, caution should be exercised in interpreting these data, as no one statistic can provide an accurate reading on the effectiveness of the county colleges in meeting the diverse needs of their students.

TABLE 7

Associate Degree Recipients in New Jersey County Colleges by Major Field (1977-78)

	Arts & Sciences	Business & Commerce	Data Processing	Health Services	Mechanical & Engineering	Natural Science	Public Service	Totals
Atlantic	176	126	0	115	8	0	59	484
Bergen	225	248	42	271	0	29	151	966
Brookdale	486	166	27	115	60	4	83	941
Burlington	352	74	0	13	21	0	20	482
Camden	258	173	16	97	20	0	0	564
Cumberland	98	47	0	57	13	16	35	266
Essex	228	131	14	71	11	0	27	482
Gloucester	139	59	11	98	27	0	78	412
Hudson	0	3	3	4	0	0	8	18
Mercer	196	135	25	118	105	33	68	680
Middlesex	248	576	51	228	104	22	98	1,327
Morris	682	116	56	158	83	0	0	1,095
Ocean	549	50	10	59	23	0	7	698
Passaic	60	11	0	37	0	0	12	120
Salem	31	21	0	0	32	0	0	84
Somerset	153	67	23	59	19	1	12	334
Union	428	0	0	99	0	0	0	527
UCTI	0	48	21	99	96	0	7	271

Transfer Policies

A continuing source of difficulty for community college students has been the transfer from programs of one sector of state public higher education to another. One attempt to deal with this situation has been a "full-faith-and-credit" policy which governs the transfer of student credit between the community colleges, and Edison College and the state colleges. This policy, formulated by the Council of State Colleges and Council of County Colleges and adopted by the Board of Higher Education, spells out in specific terms the process by which students transfer between public institutions in the state. Briefly, the provisions are as follows:

- *Graduates of Transfer Programs*—All graduates are guaranteed admission to a state college but not necessarily the college of their first choice, nor admission to a specific curriculum. To aid students in making choices: 1) all county college graduates are considered to have met the general education requirements expected of freshman and sophomore students at the state colleges; 2) all colleges apply the same rules concerning credit for "D" grades to both community college transfers and "native" students; and, 3) all state colleges have adopted a uniform reply date for transfer applications. To further protect transferring students, state colleges are prohibited from requiring that community college graduates complete more than 68 credits to receive the baccalaureate degree unless a student changes his or her major.
- *Non-Graduates of Transfer Programs*—State colleges must admit non-graduates under the same conditions imposed for all transfers, with the exception of community college students who have the required number of credits for the associate degree, but who have not completed specific requirements; they are treated as graduates.

- *Students from Non-Transfer Programs*—Transferability of credits earned in "non-transfer" programs is determined by receiving colleges on a discretionary basis. If, however, state colleges establish programs with the purpose of enrolling graduates of specifically designated non-transfer programs, credit must be granted under the same terms as described above. If there exists a high demand for selected programs, transferability of courses to other programs is to be jointly determined.

One factor in the formulation of the policy was to make available spaces at New Jersey public, four-year institutions for county college students desiring the baccalaureate degree. It was recognized that many of these students were in school only because of the availability of low cost, open access education, and thus there was a need for continued accessibility to enable them to complete their degrees.

The original problem of spaces for students at four-year institutions continues to be a factor in only a few programs (e.g., business and nursing). Present concerns relate to the limited scope of the policy. If community colleges are truly to serve as the open access institutions of higher education in New Jersey, the full-faith-and-credit agreements must be adopted by all public four-year institutions in the state, including Rutgers. In addition, the agreement presently covers only students with associate degrees in transfer curricula. There are growing numbers of students in occupational programs who seek to enroll in four-year institutions. In order to reflect the growing number of students enrolled in such programs, and the fact that the mission of the county colleges is broader than the provision of the first two years of the baccalaureate, the full-faith-and-credit agreement must be extended to provide for students in both occupational and transfer programs.

Conclusion

Difficulties in transferring to four-year institutions, limited program offerings, lack of social support systems on the two-year college campus, and other factors cited above can bring into serious question the viability of the open access mission of the community college. The unique needs of this sector call for more extensive efforts to identify the goals of the students being served and the effectiveness of the institutions in affording individuals the opportunity to attain them. The ultimate focus must be on the prevention of attrition rather than its prediction.

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APPENDIX K

Information Summary: Remediation

INFORMATION SUMMARY: REMEDIATION

Introduction

The term remediation refers to instruction designed to improve or overcome any deficiency in content or skills previously taught but not learned. Remediation is often used interchangeably with developmental education, however there is an important difference between these concepts. Developmental education is the broader of the two, as it includes within its definition the objective of remediation, but has the additional purposes of: ". . .the removal of deficiencies of knowledge in order to qualify for instruction for which the student was previously ineligible, and . . . the development of positive attitudes toward learning, working, and others."[1] The number of remedial and developmental programs has increased significantly in the last two decades, as greater numbers of postsecondary institutions adopt open door admissions policies and the basic skills proficiency of high school graduates declines. While remedial programs exist at most four-year institutions, the two-year public colleges provide the greatest amount of postsecondary basic skills instruction.

Early Efforts in Remediation

In the early 1960s, most remedial programs focused upon the academic skill deficiencies of the students and provided instruction in arithmetic, reading, and writing. Most of these programs were not successful in increasing the persistence of the students, nor in improving their academic performance in regular college courses.[2] John E. Roueche reported on a survey which "found that remedial English classes in the California public junior colleges were not sufficiently effective." According to Roueche, this finding was not all that unique, and the following characteristics, which were considered to be contributing factors to the lack of success of these programs, were limited neither to English instruction nor to two-year colleges in California, but represented problem areas in most remedial programs. These were:

1. Questionable placement procedures
2. Lack of communication between those involved in testing/guidance/counseling and those in teaching
3. Oversized classes and overworked, inadequately trained and generally unenthusiastic teachers
4. Vague course objectives
5. Lack of agreement about what should be taught in the course
6. Lack of suitable instructional materials
7. Confusion about proper methodology in remedial classes
8. Lack of knowledge of students' reading and writing abilities and interests
9. Lack of knowledge about students' personal problems, limitations, and preferences for methods and materials
10. Insufficient experimentation[3]

In the late 1960s and early 1970s, many community colleges attempted to redirect their remedial efforts. Modes of instruction were altered, along with instructional materials, to better address the needs of the "non-traditional" student. The focus of the effort broadened to include support areas—e.g., development of a positive self concept, theories of self control, and career planning.

Numerous program evaluation efforts began to indentify increasingly successful remediation/developmental efforts. In *Catching Up: Remedial Education*, Roueche and Kirk evaluated four successful remedial programs and found that:

1. Students needing developmental education who enrolled in developmental education programs made significantly higher grades than those who needed developmental education but did not enroll.
2. Students in developmental education evidenced grade improvements each year.
3. Grades regressed when students left developmental education programs and entered regular programs.
4. Students in developmental education programs persisted in college to a greater extent than students who needed developmental education but did not enroll.
5. Students in developmental education programs were more satisfied with instruction than with counseling.
6. Between 1969 and 1971, 50 to 54 percent of students in sample developmental education programs completed their third semester of college. Between 1969 and 1970, thirty-five percent of the group samples completed two years of college.[4]

Other institutions reported similar findings. At Bucks County (PA) Community College, students participating in a comprehensive program (components include reading and study skills, writing and mathematics, and counseling to change negative habits and attidudes) earned an average GPA of 2.285, while students of similar ability level not participating in the Basic Studies Program (control group) earned an average GPA of 1.77. With regard to persistence, 87% of the Basic Studies students returned to Bucks for the fall semester, while only 61% of their peers in the control group returned.[5]

A 1973 study at the Community College of Philadelphia (PA) showed that participation in the Cooperative Learning Program (which included content courses as well as counseling in study skills, career planning, and individual tutoring) increased rate of retention by 24% (67%-91%). Also, over 50% of the students enrolled in the Cooperative Learning Program advanced to sophomore status while only 15-25% of the general college freshmen did so.[6]

Finally, in a study of innovative remedial programs enrolling high risk students, Roueche and Kirk found that: "students in remedial programs earned significantly higher grades than did high risk students in non-remedial programs." First year students in developmental programs earned a GPA of 2.66 while comparable students in regular programs earned a GPA of 1.96. "Students enrolled in remedial programs persisted in college, at least during the initial year, to a significantly greater degree than did comparable students enrolled in non-remedial programs." Eighty-two percent of high risk students participating in developmental studies completed one year of college, as compared to 70% of those in regular programs.[7]

While there continue to be remedial and developmental programs which do not result in academically proficient or socially confident college students, there certainly appears to be a strong indication that, as institutions begin to develop more effective ways of screening and placing students; utilize more innovative and effective teaching methods; and address the variety of needs represented by the community college student, (e.g., social, personal, and academic), more programs are positively impacting student achievement and student persistence.

Remediation in New Jersey Community Colleges

The present situation in New Jersey parallels to a large extent that which existed nationally in the 1960s. This is understandable, as the major development and growth of the state's community college system are relatively recent occurrences.

Remedial programs in the community colleges tend to focus primarily on basic academic skills (reading, writing, arithmetic) with much less emphasis on social or personal skills (e.g., self concept; attitudes toward work; relationships with others). Also, there are major differences among the colleges with regard to placement instruments used (although with the introduction in 1978 of the New Jersey College Basic Skills Placement Test (NJCBSPT) there is much more commonality). The following table shows the placement tests for reading and writing presently used by the public two-year institutions.[8]

Placement Tests Currently used by the New Jersey Community Colleges

Reading Tests

Davis Reading Test

Bergen; Middlesex

American College Testing Program

Gloucester; Ocean

Cooperative Guidance and Placement Program

Essex; Mercer; Morris; Somerset; Union

Nelson-Denny Reading Test

Brookdale; Burlington; Passaic

Test of Adult Basic Education

Salem

Writing Tests

American College Testing Program

Gloucester; Passaic; Salem

Cooperative Guidance and Placement Program

Brookdale; Mercer; Somerset

Comprehensive English Language Test

Bergen

In-house

Burlington; Essex; Middlesex

There are also wide variations within the community college system with regard to the number of scheduled contact hours in remedial/developmental work (6 institutions reported 5% or less, while 2 indicated more than 20%); and the number of full-time and part-time faculty teaching in remedial/developmental programs (numbers ranged from 2 to 59 full-time and 1 to 49 part-time; total number of faculty ranged from 4 to 103).

Only eight of the county colleges attempted to evaluate the effectiveness of their remedial/developmental programs. Evaluative strategies differed greatly, with only five colleges conducting follow-up studies—two comparing the progress of skills deficient students enrolled in the remedial programs with those not enrolled, and three collecting persistence data.[9]

Summary

If there are things to be learned from the experiences and efforts of New Jersey's counterparts in public two-year institutions across the country, they are diversity—of program offerings, of instructional style and materials; evaluation—of student success, faculty experiences, structural components; and innovation—flexibility in curriculum materials and teaching style, and attention to the non-cognitive needs of the students. The community colleges have an opportunity to address the complex, sensitive, and controversial topic of remediation responsibly and humanely by drawing upon the resources of the community and the institution to ensure that the goal of open access is fulfilled.

FOOTNOTES

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[9] Results from Questionnaires issued by the New Jersey Basic Skills Council (December 1977-June 1978).